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ABSTRACT

This volume contains three studies that address important and complementary aspects of youth work as it is developing in the Member States of the European Union. Chapter 1, Youth Structures and Policies at National Level, has two parts. The first describes the specific nature of youth policies carried out by the various governments and the underlying concepts and the terminology used. The second part is an overview of the type and direction of youth policies in the Member States, stressing some aspects of convergence and divergence. Chapter 2, Youth Structures and Policies at Regional and Local Level, analyzes the regional and local dimension of youth policies. Part 1 describes regional and local structures and the corresponding youth policies implemented by the Member States. It pinpoints the particular features of each Member State and highlights common features, convergences, and areas suitable for the development of cooperation at European level. Part 2 highlights the objectives of youth policies and the social problems they attempt to resolve. Chapter 3, Youth Worker Training, is divided into two parts. The first consists of tables and brief commentaries that present the training systems for youth workers set up by the different Member States. The second describes those aspects in common and identifies converging trends that are determining the current situation in youth work. (YLB)

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Youth policies in the European Union

Structures and training

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Preface

The purpose of this report on youth policies implemented within the European Union is twofold. First, it seeks to promote an assessment of the progress we have made along the road to effective policy action in the youth field. Second, it aims to underscore the importance attached by the Commission to the development of such policies. Today more than ever before it is clear that young people should be viewed as a social grouping in their own right. Young people deserve a specific policy which assures that they are well prepared for European citizenship and for taking a meaningful part in society.

There is an urgent call for clearly planned and innovative action which supports the experimental use of new models of participation and new types of activity. The Commission aims to reinforce its commitment by strengthening the European dimension in youth policy, working in complementariness and in close cooperation with local, regional and national authorities in the Member States.

Prepared within this framework, the present report constitutes the first reference document of its kind in this field. By reaffirming the diversity of Member State structures, which become even more complex at local and regional level, this report also brings out points of convergence and highlights those conditions which foster the development of cooperation at European level.

A long road still lies ahead, but it is vital that the journey be continued. The current period of uncertainty and change within our societies renders the task of achieving a policy of cooperation in the youth field at EU level more challenging than ever.

It is in this spirit that we are now getting ready to implement the actions envisaged by the new Youth for Europe III Programme in the interest of 50 million young people aged 15 to 25. And it is in this spirit that we will be working to assure that each of these actions contributes significantly to the development of a youth policy which meets the needs and chailenges confronting us today.

Professor A. Ruberti

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Introduction

The three studies compiled in this volume address three important and complementary aspects of youth work as it is developing in the Member States of the European Union:

* youth structures established at national, regional and local level;

* the policies developed and implemented by these structures; and

* training systems for youth workers.

The studies were carried out in 1992 and 1993 in accordance with the Resolution of the Council and the Ministers meeting within the Council of 26 June 1991 (91/C 208/01) and following on the discussions within the Commission and competent bodies of the Member States which prepared the new Community action programme "Youth for Europe III".

The main objective of the Council Resolution of 26 June 1991 was to "intensify [...] cooperation in the field of youth, so as to reinforce young people's consciousness of belonging to Europe and take account of their wish to play a positive role in the building of the European Community". To this end, the Resolution provided for a series of actions intended to "intensify and strengthen cooperation between structures responsible for youth work in the Member States". The Resolution also invites the Commission to support all innovative projects "aimed at strengthening the economic, social and cultural cohesion of local communities", projects which are managed by young people themselves and which are of importance to young people in other Member States. Special emphasis is also given to projects which encourage the development of cooperation in the field of youth worker training, particularly with respect to its European dimension.

On this basis, the three studies compiled here seek to present a comparative overview of work carried out in the youth field. They are intended only as chapters in an ongoing research effort. The first part describes the central structures set up in the Member States and youth policies at national level. Although conceived as a separate study, the second part builds on the information provided in part one, providing further essential in-depth analysis. Part two aims to describe regional and local youth policies, together with the structures responsible for developing and implementing them. Finally, part three presents a summary of the systems for youth worker training in the form of tables. The purpose here is to underscore commonalities and to highlight certain converging trends which are determining current activities in the field of youth work.

The method of presentation adopted in this volume follows a twofold objective. First, there is the need to identify individual characteristics in each Member State, including major approaches, type of administrative organisation, responsible institutions, historical and socio-cultural traditions, and recent developments, which all leave their mark on youth policies. Second, there is the need to bring out commonalities, points of convergence and areas where cooperation at European level can be developed.

The main purpose of this overview of youth structures and policies in the European Union

is to provide a reference document which can stimulate debate and encourage new forms of cooperation and innovatory activities in the youth sector. The present publication thus can be seen in the context of the Common Position adopted by the Council on 11 July 1994 with a view to adopting the third phase of the "Youth for Europe" Programme. These studies aim to provide insights that are helpful at the practical and policy-making level during the launch and implementation of the new EU action programme. The Member States, in accordance with Article 126 of the Treaty on European Union, have unanimously expressed their wish to develop a sound European policy of cooperation in the youth field, with a view to:

* promoting cooperation between Member States' structures, both governmental and non-governmental, responsible for and working in the youth field (Action C);

* developing an exchange of experience and information between those responsible for youth worker training systems, and promoting a European dimension in their initial and further training (Actions B.I. and B.II);

* supporting innovative projects and initiatives having Community-wide importance or a transnational character, allowing young people to test first hand their own spirit of initiative, creativity and sense of solidarity (Action A.II);

* developing information activities among structures responsible for disseminating information to young people (Action E).

This summary presentation of youth structures and policies in the Europe of the 12 will also serve as a reference document for non-member countries, enabling them to diversify and improve the quality of their exchanges, in particular those intended for the organisers of youth worker training (Action D).

Finally, should this study succeed in fostering the creation of innovatory structures and encouraging the preparation of other more detailed and in-depth studies, it will have fully accomplished its original purpose and intention.

December 1994

I. Part One:

Youth structures and policies at national level

Youth work structures in the Member States

This chapter has been drafted in line with the Resolution of the Council and of the Ministers meeting within the Council of 26 June 1991 on priority actions in the youth field. The primary objective of the Resolution, as set out in the text approved by the Council of Ministers, is "in the face of the challenge arising from the completion of the European Single Market, to intensify ... cooperation in the field of youth, so as to reinforce young people's consciousness of belonging to Europe and take account of their wish to play a positive role in the building of the European Community" (91/C 208/01).

In order to achieve this aim, the Resolution calls for four priority actions in the youth field - of which the first concerns intensification of cooperation between structures responsible for youth work - and invites the Commission to promote measures to that end.

Within this framework, the purpose of this report is to provide a comparative overview of the youth work structures in each Member State, in order to provide an initial reference document both for the Commission and for the relevant authorities in the Member States, on the basis of which a comprehensive set of activities can be undertaken to implement Action I of the Priority Actions in the Youth Field (Youth for Europe III, Action C).

Given the diversity of youth work structures in the Member States, particularly at the regional and local level, it seems advisable in the first instance to limit the comparative presentation to the national level and to restrict relatively detailed coverage to the central administrative structures. Where information is given about regional and local structures, the aim is to identify fundamental trends operating in all Member States and to give some examples of these, rather than to give a thorough description of the work done and initiatives taken at these levels.

This chapter comprises two parts, of which the first describes the central youth work structures established by the Member States. In this much larger section, information is presented in response to the twin imperatives of respecting the specific nature of youth policies carried out by the various governments and the underlying concepts and the terminology used, while on the other hand identifying their similarities and common features. Accordingly, the structures of each Member State are not always presented in the same way, although the aspects covered are the same for all countries.

The second part is a very brief survey of the type and direction of youth policies in the Member States, stressing some aspects of convergence and divergence. In this case, the method is more of a synthesis, going beyond mere description to identify certain significant trends in the varying aspects of youth work conducted by the Member States.

BELGIUM (B)

In Belgium, youth policy is the responsibility of the country's three Communities (Flemish, French-speaking and German-speaking). Even if they pursue different - and even divergent - priorities and methods, the youth structures and policies separately established and conducted by the three Communities share one feature: voluntary youth organisations are recognised by the State and are given certain youth work responsibilities. In return, these non-statutory structures receive limited financial aid.

FLEMISH COMMUNITY

Within the Flemish Community, responsibility for youth work is primarily a matter of private initiative, in particular youth associations and non-statutory organisations which have established youth services. Against this background, the main role of the State is to provide a legislative framework setting out how this work can be done, to recognise (on the basis of established criteria) associations with a right to development subsidies and to encourage these organisations in their work.

Government policy in this field is primarily conducted by the Youth Directorate(*), which is part of the **Department of Welfare, Public Health and Culture** (Continuing Education and Culture Division). The Youth Directorate comprises three services:

* the **Youth work Service**, which deals with national associations;

* the **Regional and Local Service**, which deals with associations and other organisations active at regional and local level;

* the **Inspection Service** which plays a pedagogical role as well as encouraging and monitoring the activities of the associations receiving support.

The Youth Directorate's specific responsibilities and activities primarily involve the following fields:

(i) voluntary youth associations (recognition and provision of subsidies for youth organisations - some 100 youth organisations currently benefit);

(ii) social infrastructure made available to young people (youth centres and clubs, tourism and open air activities, etc.;

(*) Translator's note:
The report's author, writing in French, translated almost all titles of administrative bodies in the various Member States. In the case of Ireland and the UK, the translator has sought the correct titles in English. For the French-speaking Community of Belgium, for France and for Luxembourg, the French titles have been retained. In all other cases, the English titles given are merely translations of the French and not necessarily the official English translation of that organisation.

(iii) support for cultural activities involving young people;

(iv) counselling, information and educational assistance for young people (teachers working on secondment with youth organisations);

(v) international relations (representation of the Flemish Community on international bodies, bilateral agreements, "Youth for Europe" programme, etc.).

Up until very recently, youth work was highly centralised but recent years have seen a reversal of this trend. Average-sized municipalities (20,000 - 80,000 inhabitants) have begun to establish youth services and to appoint a council member responsible for youth policy. This trend, actively supported by the Youth Directorate (the Councillors' Association receives a subsidy and is being encouraged to create a training programme for town councillors) will probably lead in the future to increased decentralisation of youth work - especially because the declaration published by the new Flemish Executive gives priority to the preparation of a decentralisation decree before the end of the current legislative period.

This declaration also defines the following priorities in the field of youth work:

* an increase in the number of teachers on secondment to associations;

* increased subsidies under a multi-year plan;

* creation of an intersectoral committee to improve coordination of youth policy.

The 1991 budget for the Youth Directorate was split up as follows: direct subsidies to national youth organisations, some 9 mecus; subsidies at regional and local level, some 8 mecus (including 2 mecus for activities on behalf of disadvantaged young people); infrastructure, 1.5 mecus approximately.

With regard to providing information for young people, responsibility for this aspect of the work lies with the Social Affairs and Family Division of the same department. The Federation of Information Centres (FJIAC) is also subsidised by the Youth Directorate.

FRENCH-SPEAKING COMMUNITY

Within the French-speaking Community, youth policy is based on two major axes which are found together only in the case of certain more or less ad-hoc schemes.

A. Within the general framework of work carried out by the "**Direction Générale de la Culture et de la Communication**", one of its departments, the "**Direction d'Administration de la Jeunesse et de l'Education Permanente**", operates the following three services:

* the "**Service de la Jeunesse**", which deals mainly with youth policy;

* the "**Service de la Formation d'Animateurs socio-culturels**", which, by training

youth workers in the social and cultural fields, has a considerable impact on overall youth policies;

* the "**Service de l'Education Permanente**", whose work on continuing education has an indirect impact on the young people involved.

B. As part of the social policy conducted by the French-speaking Community, the "**Service de la Protection de la Jeunesse**", which forms part of the "**Direction Générale des Affaires Sociales**", concentrates particularly on young persons at risk (drug addicts, delinquents and young persons in detention centres).

The specific responsibilities and actions undertaken by the "**Service de la Jeunesse**" primarily concern the following priority fields:

* young peoples' voluntary organisations (recognition and funding of youth organisations);

* social infrastructure made available to young people, primarily concerning their cultural and leisure activities (recognition and subsidies for local youth centres; youth clubs; centres for accommodation and tourism, etc.);

* information centres for young people (grouped together in a federation ("**Centre National Infor Jeunes**") and approved by the Minister for the French-speaking Community, which provides a subsidy);

* youth initiatives (ad-hoc aid for youth work projects regarded as innovative);

* international relations: the French-speaking community is represented in the ad-hoc bodies of the Council of Europe and of the EU and works together with:

  - the Commissariat General for International Relations;
  - the Agency for the Promotion of International Youth Activities (APAIJ) - "Youth for Europe" programme;
  - the Quebec-Wallonia-Brussels Agency for Youth (AQWBJ).

The budget of the "**Service de la Jeunesse**" forms part of that of the **Directorate-General for Culture and Communications**. The Service manages certain specific budget items as well as some subsections of joint budget items. The Service's own budget for 1991 was split up as follows: subsidies to youth organisations, 4.5 mecus; social infrastructure, 2.9 mecus; salaries of teachers working with youth associations, 1.67 mecus; surveys and research, 0.07 mecus; youth initiatives, 0.45 mecus.

Within the French-speaking Community, there is no specific structure to coordinate youth work. Nevertheless, each year schemes are conducted jointly with other departments, particularly the "**Eté-Jeunes**" (summer activities for young people) programme. This operates during the school holidays and gives priority to young people experiencing difficulty. The departments of youth, social affairs and youth-protection cooperate in preparing, conducting and funding this programme.

Finally, there is a permanent link between the youth service and the **Conseil de la Jeunesse d'Expression Française** (CJEF - Council for French-speaking Youth) - which is an advisory body representing recognised youth associations, for which it also provides financial and administrative support.

GERMAN-SPEAKING COMMUNITY

Youth policy in the German-speaking Community is conducted by the **Department of Culture** according to the same principles applying in the other two Communities. Accordingly, the government's main partner is the **RdJ** (Council for German-speaking Youth), which is a coordinating body representing recognised youth associations. The RdJ has the following objectives:

* to defend the interests of all young people in the German-speaking Community;

* to encourage all activities likely to ensure participation by young people in the decisions and measures concerning them;

* to coordinate youth work in the German-speaking Community.

In 1991, the budget for work in the youth field amounted to some 0.7 mecus.

The German-speaking Community also runs a multidisciplinary Information Centre for Young People at Eupen, which is recognised and partially funded by the Department of Culture.

DENMARK (DK)

No ministry or specialised service is specifically responsible for coordinating youth work in Denmark. Similarly, there is no specific youth policy such as one finds in the majority of Member States, setting out priority fields and the relevant resources. This is primarily because in Denmark youth work forms part of the Danish concept of "**Folkeoplysning**". This practically untranslatable term refers to a concept covering all socio-cultural leisure activities and arising primarily from popular education and voluntary youth organisations, such as youth associations, youth clubs and sports associations. Under the "**folkeoplysning**", any group is entitled to organise teaching or a socio-cultural activity. For its part, the State is required to supply this group with financial aid and the necessary social infrastructure (with regard to young people in particular, this includes youth clubs, information centres, open-air facilities and recreation centres.) (see Articles 1 and 3 of the law on providing support for "**folkeoplysning**"). The use in the law of the term "group" implies that a grant request may be submitted only by a group of persons prepared to share responsibility for the initiative. Accordingly, every young Dane wishing to use the existing social infrastructure or planning to organise a socio-cultural activity in the wider sense, is obliged to join an association or to form a local group. As a result, 75% of young people belong to - or take part in activities organised by - voluntary youth associations or sport associations. Nevertheless, it should be noted that this general rule has one major exception: in order to encourage the initiative and creative spirit of young people, the new law on the "folkeoplysning" has given individuals the option of submitting grant requests for innovative projects. Moreover, it requires a minimum of 5% of municipality subsidy budgets to be reserved for the promotion of innovation.

Against this background, it is with the **"Folkeoplysning" Department**, part of the Ministry of Culture, that responsibility lies for legislation concerning the granting of subsidies to sporting associations and youth organisations and to youth services at local, regional and, to some extent, national level. This department also represents the Danish government in various international bodies such as UNESCO, the Council of Europe and the European Union. Moreover, the Minister of Culture has the same responsibilities as a "Minister of Youth" because the **Danish National Youth Council** is administered by the Ministry.

This policy of subsidies and provision of premises follows the following principles for which there is complete consensus:

(i) aid to voluntary and independent youth associations is regarded as a priority task, as is their development;

(ii) management of the funding for "**folkeoplysning**" is decentralised and delegated.

At local and regional level, therefore, the municipal council determines how the budget should be divided after hearing the proposals of the local "**folkeoplysning**" committee. In this context, the law requires preference to be given to activities for children and young people.

At central level, the law makes it possible for the "**Folkeoplysning**" Department to support the activities of national youth and sports associations, primarily with regard to training youth

workers. In 1991, some 6.5 mecus were allocated to this work. Youth associations also receive some 8.8 mecus annually from the profits of the national lottery. These funds are distributed to youth associations by the **Danish Youth Council** in accordance with rules drawn up jointly with the "**Folkeoplysning**" Department.

In Denmark there is no interministerial structure for coordinating youth work. There is a trend for local authorities to establish certain coordinating structures and to support a range of initiatives designed to achieve greater cooperation between sectoral approaches. At national level, the **National Youth Council** seems to be playing a similar but informal role. Given that it covers virtually all youth organisations, that it is represented on the majority of government committees involved in youth problems and that it negotiates directly with the relevant ministries, the Council is often well-informed on the initiatives taken by the government and, in consequence, is in a position to provide an overview covering all aspects of youth policy.

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FEDERAL REPUBLIC OF GERMANY (D)

In Germany, youth work is regarded as part of the much broader field of social education, of which the principal aim is to cultivate and develop young people's desire and capacity to take an active part in cultural, social and political life. Against this background, youth policy has a complementary role to play, primarily in giving young people scope to develop their own personality and take their place in society.

Responsibility for implementing and developing such services for young people primarily lies with youth associations and voluntary organisations working in close cooperation with statutory bodies. Their relationship with the State is more or less that of partners; the State recognises the value to society of the services provided by voluntary organisations and, in return, provides resources and the necessary financial support for implementing this policy. At the same time, after having consulted its partners, the State determines the legislative framework and the main guidelines for youth work. The legal basis for youth policy is thus the new law on services for children and young people, enacted on 26 June 1990.

This law establishes a three-tier structure: at each level, voluntary and statutory organisations are required to cooperate as partners.

* At municipal level, in addition to voluntary youth organisations, there are local branches of voluntary organisations carrying out a range of activities (leisure, cultural and sporting activities, socio-educational programmes, etc.). These associations meet and coordinate their work in **Municipal Youth Councils**. Moreover, the above law requires municipalities to establish a **Municipal Youth Office**, to support voluntary organisations and, if necessary, to institute their own youth work measures;

* At regional level, various types of activities appropriate to this level are carried out and supported by the Länder (education centres, youth hostels, community youth services, etc.). In addition, the same coordination and partnership structures are also found at this level, i.e. **Regional Youth Councils** and **Regional Youth Offices**;

* At national level, youth work is undertaken by the Federal **Ministry for Women and Youth,** which submits proposals and lends its support to supraregional activities which, given their special nature, can not be developed efficiently by one region (Land) alone. Statutory organisations assisting the Ministry are the **Working Party of Länder Youth Departments** and the **Local Authorities Association**, whereas assistance is given by various confederations of voluntary organisations such as **the Federal Council for German Youth, the Political Education Committee, the Federal Association of Cultural Work Among Young People and the German Federation for Youth and Sport**.

Coordination of this work is carried out at each level by committees comprising representatives of voluntary organisations and of the relevant level of government. There is the **Municipal Youth Committee** at municipal level and the **Regional Youth Committee** at regional level. At national level, there is the **Federal Advisory Committee for Youth-related Problems**, a semi-statutory organisation with legal standing on which the above federations

and statutory organisations are represented. Its role is to advise the federal government on fundamental aspects of youth policy in Germany.

In order to encourage and coordinate youth work at federal level, the government has instituted a **Federal Youth Plan** to organise programmes too extensive for individual regions and local authorities. Activities under this plan, a fundamental instrument of youth policy in Germany and one permitting the non-statutory administration of available funds, are very diverse and include political education, international relations, cultural education, sport and social education, as well as programmes on behalf of disadvantaged young people, national organisations and specialised youth organisations. Within the framework established by the Plan, subsidy applications may be submitted directly to the Ministry for Women and Youth or via the regional authorities (Länder) and national associations.

Germany is represented at a statutory level in international fora by the Ministry of Women and Youth. At the same time, as far as voluntary organisations are concerned, international work is coordinated by the **National Committee for International Youth Work**, a representative body comprising youth associations, Regional Youth Councils and political organisations for youth.

It should be noted that although a certain number of Youth Information Centres exist in Germany, there is as yet no organisation or institution exclusively or primarily devoted to providing young people with information. Studies are currently under way with regard to proposals arising from research, commissioned by the Ministry of Women and Youth, on the subject of information provision for young people.

GREECE (GR)

In Greece, youth work is the responsibility of the **Secretariat-General for Youth**, which recently became th administrative responsibility of the **Ministry of National Education**. Its major role is to promote the development of personal identity in young people, their sense of in.tive and their active participation in contemporary society. In this context, the developm.nt of independent voluntary associations for young people is regarded as a priority field.

The central administrative structure of the Secretariat reflects the intention to provide a structure for discussing and coordinating all activities conducted at national and governmental level - a structure capable of overcoming the fragmentation which results from sectoral youth policies and to draw up comprehensive, integrated policies. It accordingly comprises four directorates and two departments: the **Directorate of Information, International Cooperation and Public Relations** (with three departments), the **Social Participation Directorate** (four departments: social and preventive education policy, leisure and cultural activities, alternative tourism, education and social participation), the **Directorate for Planning, Organisation and Research** (with five departments), the **Directorate for Administration and Finance** (with three departments), the Department of "renewable resources, new technologies and innovation" and the "Ecology, environment and eco-development" Department.

Although its role is not clearly defined and strictly distinct from those of other ministerial departments, the Secretariat-General for Youth takes the form of a discussion, planning, coordination and innovation structure for youth work, required to cooperate with these departments in order to promote a comprehensive youth policy.

In this context, the Secretariat's policy comprises the launching and execution of innovative projects in such sectors as:

* cultural activities for young people (theatre, music, plastic arts, cinema and video);
* libraries for children and adolescents;
* history of Greek youth (a programme comprising the creation of archives covering the history of young people and the publication of the relevant research);
* preventive education and awareness-enhancement campaigns on drug-related issues;
* special projects on behalf of disadvantaged and/or disabled young people;
* creation and support of youth centres, in cooperation with local and regional authorities;
* the creation and running of a **Youth Information Centre**;
* direct and indirect subsidies to cultural associations for young people;

* support for initiative taken by young people;

* projects to rescue certain endangered ecosystems;

* an International Youth Forum on the island of Chalci*;

* alternative tourism, etc.

Youth services at regional and local level are not yet highly developed. Nevertheless, several municipalities have established new centres and other leisure services and there is often a municipal councillor - or a suitable structure - devoted to youth work. Similarly, at prefectural level there is a youth service or a service with responsibility for the social infrastructure (facilities for open air activities, youth centres, sports facilities, etc.) made available to young people.

The total budget of the **Secretariat-General for Youth** was in the order of 31.5 mecus in 1991, allocated as follows: subsidies to private organisations, some 23 mecus (this sum includes the great majority of the activities mentioned above and alternative tourism); action on behalf of disadvantaged young people, approximately 6 mecus. About 1.3 mecus were paid as subsidies to public-law institutions.

The **Secretariat for Youth** is the only specific coordinating body in Greece and has precisely this task at government level. Nevertheless, other ministerial departments are reluctant to recognise or accept this role, virtually nullifying the legislation which created it.

Even at the voluntary organisations level, there is no coordinating structure in Greece which unites the major youth associations. The Secretariat's attempts to create a National Youth Council have so far not been successful.

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* Translator's note:
It is not clear what locality is meant here since no Greek place name appears to be transliterated this way in French or English.

SPAIN (E)

The main aim of youth work as defined by the Spanish constitution is to promote appropriate conditions for the free and effective participation by young people in the political, social, economic and cultural development of the country.

The administrative services assuming responsibility for youth policy correspond to the three-level structure of Spanish administration. Accordingly, youth work is carried out by the following structures:

* at local level, it is the responsibility of municipalities and local non-statutory organisations; a number of municipalities are very active and have created an extensive infrastructure (youth centres, information centres, infrastructure for cultural activities, programmes to support initiatives by young people);

* at regional level, the governments of the 17 Autonomous Communities have responsibilities and specific competences in the youth field (including the creation of organisations to train youth workers);

* at national level, the **Institute for Youth** has undertaken responsibility for youth policy within central government.

The Institute for Youth, an independent organisation under the responsibility of the **Ministry of Social Affairs**, is a government agency acting for the State in the youth field and, at the same time, an organisation providing services on behalf of young people. Its principal tasks are the following:

(i) to stimulate and implement the government's youth policy in cooperation with other ministerial departments and regional and local authorities carrying out youth work;

(ii) to stimulate participation and cultural activity on the part of young people;

(iii) to encourage and support young people in setting up voluntary organisations and their participation in the various fields of national and international life which directly concern young people;

(iv) to develop and coordinate an information and documentation system of relevance to young people;

(v) to stimulate and encourage international relations and cooperation in the youth field, together with tourism and exchange schemes for young people at national and international level;

(vi) to draw up and disseminate research and other information concerning young people;

In organisational terms, the Institute comprises a **Secretariat-General** whose responsibilities include preparing draft proposals and managing the Tourism and Youth Exchange Agency

(which offers non-profit-making tourist services to young people, which amount to some 25 mecus per year) and two directorates: the **Cooperation Directorate** (responsible for voluntary organisations, cooperation with the Autonomous Communities, the development of cultural activities and of international cooperation) and the **Information and Documentation Directorate**. The latter is responsible for a specialised data base covering youth issues, research, studies, information and the development of an information system in cooperation with the Information Centres of the Autonomous Communities and of local organisations, as well as with similar institutions and centres in other countries. It is also responsible for programmes to train youth workers.

The first priority of the Institute for Youth over the 1992-93 period, was the implementation and evaluation of the Integrated Youth Plan approved by the Cabinet in November 1991. On the basis of the guidelines set out in the Plan, priority would be given to the following actions:

1. information, research and publications concerning young people;
2. international cooperation within the EU and the Council of Europe, and cooperation with Latin America;
3. development of the accommodation programme for young people, conducted by the Institute in cooperation with regional government and local and university organisations;
3. improvement of the services provided by the Tourism Agency and consolidation of existing cultural programmes;
4. intensification of links with NGOs;
5. launching of new social-tourism, international cooperation and social and voluntary service programmes.

The Institute for Youth is a private organisation with a total budget of some 26.7 mecus, broken down as follows: building of youth accommodation, 6 mecus, international work and development cooperation, 6 mecus, cultural activities, 2 mecus, environmental education, 2 mecus, research and publications, approximately 2 mecus.

The **Spanish Youth Council** and the youth associations receive some 4 mecus per year in the form of grants from the Institute. Furthermore, persons paying taxes on unearned income can choose between transferring 0.52% of what they owe to either the Catholic Church or the NGOs. As a consequence, NGOs working in the youth field receive between 10 and 12 mecus each year to fund leisure projects and activities that foster professional and social integration.

Intersectoral coordination of youth policy is carried out in Spain by the **Interministerial Committee for Youth and Children**, a separate organisation responsible for drawing up proposals to submit to government and for the coordination of all youth policy. It brings together all ministerial departments carrying out work on behalf of young people. The Committee is chaired by the Ministry of Social Affairs while the Institute for Youth provides the secretariat. Coordination of voluntary organisations is carried out by the **Spanish Council for Youth** - an advisory body representing youth associations.

FRANCE (F)

In France, the fundamental role of the State in the field of youth policy is to create a favourable environment for young people to join voluntary organisations. Accordingly, even if "stimulative action" and "local life" are the responsibility of local authorities, there are fields which cannot be ignored by the State because major social problems are involved. The "**Ministère de la Jeunesse et des Sports**" (Ministry of Youth and Sports), which is in charge of youth policy, accordingly plays not only a strategic role in defining and applying action programmes on behalf of young people but also a regulatory role in various aspects of voluntary organisations.

The central administrative structure of this Ministry includes a "**Direction de la jeunesse et de la vie associative**" (Directorate for youth and voluntary organisations) comprising the four major departments of "Vie Associative", "Activités Interministérielles", "Relations Extérieures", "Réglementation et Formations" (voluntary organisations, inter-ministerial activities, external relations, regulations and training). The Ministry also has 25 regional directorates, 100 departmental directorates and some 7,000 employees. Their task is to implement action programmes initiated by the "Direction de la Jeunesse et de la vie Associative" and by the "**Direction des Sports**" (sports directorate), to coordinate these programmes with local authority initiatives and those of associations and themselves to launch appropriate schemes, including actions in the field of leisure.

The Ministry of Youth and Sport has traditionally had the following roles to play:

* **monitoring of compliance**: the Ministry draws up a set of rules, with its representatives ensuring compliance: monitoring of associations, establishments, professions, use of public funds, etc.;

* **training, examinations, diplomas, employment**: within the field of youth activity the Ministry is responsible for issuing training certificates for youth workers (BAFA-BAFD-BEATEP-DEFA). In this training role and for a limited period, the Ministry frequently authorises training provided by associations which meet the necessary standards. Moreover, recent employment regulations encourage the incorporation of Ministry staff in the government job-placement service;

* **information and communication on behalf of young people**: in cooperation with local authorities and associations, the Ministry has created and run the "**Information Jeunesse**" (Youth information) network which currently comprises one national resource centre, the CIDJ in Paris, 23 regional centres, 7 departmental centres and 200 local information offices ("**Points d'Information**");

* **promotion of youth activities**: this is a vast field of negotiated policies designed to support and develop the initiative of young people and their participation in society.

The Ministry has selected three priority programmes for 1992:

(i) A programme to fund 20,000 youth projects (100,000 young people aged 13-25 will

be involved) with a budget of 24.46 mecus. This programme covers all fields of activity, with priority being given to schemes in such key fields such as participation in local life, aid for those experiencing difficulty, youth mobility, employment in youth work and recreation, as well as assisting young people in their social and vocational integration;

(ii) Creation of 1,000 "Points Information Jeunesse". This brings the total budget for the provision of information to young people to 7.2 mecus;

(iii) Support for children's and adolescents' councils at municipal level. There are at present in France some 500 "**Conseils Municipaux de Jeunes**" (municipal youth councils), created over the past decade by municipalities of all sizes and political persuasions. These provide the very young with a way of taking part in the life of their own town.

(iv) Development of the "Temps J" programme (contracts for the improvement of children's time): 34 mecus, representing a 30% increase compared to 1991, will be accorded to this programme. "Temps J" has already been implemented in some 3,800 municipalities and enables more than a million primary school children to be involved in extra-curricula cultural and sports activities outside the programmes provided for by the national education system. Thanks to this budgetary increase, some two million children will benefit from the programme, and particular attention will be paid to developing activities in priority education areas.

In 1982, a coordinating body, the "**Comité interministériel de la jeunesse**" (interministerial youth committee), was created to submit to the government measures likely to improve the quality of life of young people. It should be noted that this committee, for which secretarial services are provided by the Ministry of Youth and Sport, operates more as an ad-hoc group discussing a medium and long-term strategy than as a real coordinating structure for government action in the field of youth. On the last occasion it met under the chairmanship of the Prime Minister on 22 October 1990 and discussed a very large number of subjects concerning the competences of various ministerial departments and reaffirmed the need for a careful match of programmes in order to achieve a more effective implementation of youth policy.

IRELAND (IRL)

Youth work in Ireland has traditionally been done by voluntary youth organisations operating at national and regional level. These have a very strong community emphasis, offering their members and other groups of young people and individuals a certain number of services designed in particular to help young people develop as individuals, as members of their local community and as members of society at large.

The State supports these organisations through a subsidy programme managed by the **Department of Education**. Within the Ministry of Education, coordination of youth work is carried out by the **Minister of State for Youth Affairs**, with direct responsibility for the **Youth Affairs and Adult Education Section** of the **Department of Education**, which is responsible for the government's youth policy.

Policy implementation by the Youth Affairs and Adult Education Section primarily takes the form of subsidies paid to voluntary youth organisations, to the **National Youth Council of Ireland** (a body representing associations and consulted by the government) and to statutory services working in the youth field. The Youth Affairs and Adult Education Section is accordingly represented on the GAISCE (a body awarding prizes to young people who have performed outstanding services to the community) and on the **Youth Exchange Bureau** (for which it provides financial and administrative support), as well as providing funding for the **Political Education Officers Scheme** and the **Vocational Education Committees (VECs)**.

Given that youth policy is in large part designed to help young people in difficulty and those in disadvantaged regions, a very significant role within the youth work structures is played by the VECs, which are directly responsible for projects conducted in these fields and work at both regional and local level.

It is worth noting that in 1989 the **Youth Affairs and Adult Education Section** created a National Monitoring Committee for Youth Information and has made considerable efforts to develop and support Youth Information Centres.

The priority fields and major objectives of this policy, defined as an informal and extra-curricular element of overall education policy, are as follows:

* the moral, cultural, psychological and social development of young people;
* improvement of the quality of life of young people with particular reference to disadvantaged youngsters and/or those in difficulty;
* social education and personal development;
* constructive use of free time and the development of voluntary service;
* information provision for young people;
* international activities.

With effect from 1988, funding for youth services has been drawn almost exclusively from the profits of the National Lottery. In 1991, the total budget of youth services was 12.79 mecus and there were three main groups of subsidy recipients:

(i) voluntary organisations and statutory services providing extra-curricular education and leisure-time activities for young people;

(ii) special services on behalf of disadvantaged young people;

(iii) various services such as the Youth Information Centres, Local Youth Councils for youth organisations, the GAISCE, the Youth Exchange Bureau and others.

At government level there is no specific coordination structure, this being carried out by ad-hoc interdepartmental committees (for example, one of these committees launched an action programme for disadvantaged young people). At local and regional level, coordination is carried out by subcommittees such as the Youth and Sport Subcommittees of the VECs and by the nine local youth councils of voluntary youth organisations which have been established on an experimental basis. The Department of Education and the youth services regularly meet with bodies representing voluntary youth organisations, giving the latter an advisory role with regard to government structures.

ITALY (I)

There is no Ministry of Youth in Italy, and youth issues are not regarded as a separate area. Accordingly, the various aspects relating to youth affairs are the responsibility of number of ministries. Moreover, there is no national coordinating structure capable of linking the various government schemes. However, the majority of local services are implemented by regions, provinces and municipalities which, in the majority of cases, have developed a relatively well-structured and extensive youth policy.

At national level, Italy is represented in the various national fora by the **Ministry of Foreign Affairs** and in particular by the Under-secretary of State for Cultural Affairs. For this reason, all work on youth exchanges conducted by local authorities is coordinated by the **Youth Exchange Office** administered by the **Directorate-General for Cultural Relations**.

For more effective planning and management of exchange projects, the Office has created interministerial, interregional and inter-organisational committees, on the basis of which it has been able to develop bilateral and multilateral exchange programmes.

In the field of exchanges, the priority areas have been the following:

* improvement in the knowledge of the culture and language of countries involved in the exchanges;

* cultural development through meetings, seminars and cultural activities;

* exchanges on a vocational level;

* development of sporting activities.

The Office manages two of the Ministry's budget items: the first concerning exchanges for young people, preparation of social programmes and the organisation of seminars to train youth workers in exchange techniques; the second item concerns subsidies to associations and local authorities to enable them to carry out socio-cultural events as part of exchange schemes in Italy and abroad.

With regard to the EU's "Youth for Europe" programme, the Office also acts as secretariat for the interministerial committee (representatives of the Prime Minister's Department and the Ministries of Foreign Affairs, the Interior, Labour, Finance and Tourism, as well as three representatives of voluntary organisations) responsible for implementing this programme.

It should be noted that in Italy, unlike other Member States, the provision of information for young people is not the responsibility of the same administrative structure but rather of the Ministry of the Interior. Since 1985, this Ministry has accordingly carried out national coordination of information for young people. The "**Coordinamento Nazionale Sistema Informativo Giovanile**", which cooperates closely with a number of regional coordination bodies and several information centres, is funded by the Ministry of the Interior, which also supplies its personnel.

LUXEMBOURG (L)

The goals of the new "**Ministère de la Jeunesse**" (Ministry of Youth) in Luxembourg are mentioned in a recent government declaration: "youth policy must be comprehensive and evident in all fields of economic and social life". This political role is to some degree reflected in the tasks attributed to the Ministry ("Service national de la Jeunesse"; education other than in schools and leisure activities; links with youth movements; training of youth workers; youth clubs; training/education leave), as well as in the coordination and intensive cooperation established between this Ministry and other ministries responsible for sectoral policies on behalf of young people.

The "**Service National de la Jeunesse**" is the central body responsible for implementing this policy; its primary task is to be a contact, support, training and information organisation for young people. In this role, its primary tasks are as follows:

(i)
- to help and counsel young people and encourage all initiatives intended to occupy their leisure time in an educational way;

(ii)
- to contribute to youth work conducted by organisations involved in the leisure activities of young people;
- to contribute to the training and further training of youth organisation administrators;
- to assist the representative body for youth at national level;

(iii)
- to encourage links between youth associations and the government, government services and departments and municipalities;
- to assist local authorities and associations to establish and run meeting points and youth clubs;

(iv)
- to manage and run youth centres operated by the "Service";
- to organise and coordinate extra-curricular activities;
- to organise social and cultural activities;
- to compile and publish documentation, and conduct research concerning young people.

In implementing this youth policy, Luxembourg exploits a social infrastructure which includes:

* "**centres d'information et de conseil des jeunes**" (information and advisory centres for young people) which provide a meeting and information point for young people, run EU programmes such as "Youth for Europe" and "Young People's Initiatives" and are responsible for developing the European Youth Card;

* "**centres de rencontre**" for young people. These meeting points, regarded as important factors in the development of a community spirit, are established and managed with the support of municipal authorities;

* "**centres résidentiels pour jeunes**" (residential centres for young people) - a relatively extensive network comprising primarily youth hostels, rest houses, guide and scout huts and the centres operated by the Service National de la Jeunesse.

As part of priorities laid down by the Ministry for Youth in 1992, work on developing and coordinating this network has a major role to play in terms of two principal objectives:

* modernising the existing infrastructure, supplementing the facilities in the most significant centres and providing appropriate leadership;

* regrouping the various activities of these centres to form **multi-service centres**.

Similar emphasis is placed on supporting and developing initiatives by young people. The Service National de la Jeunesse is currently examining the scope for providing special financing, or a special fund, to support such initiatives and projects. Finally, it should be noted that last year's drug-abuse information and awareness-enhancement campaigns aimed at young people will be continued in 1992 as a joint action by the Ministry for Youth and the Ministry of National Education.

The total budget of the Ministry for Youth is some 2 mecus, virtually half of which (41.7%) is spent on direct and indirect subsidies to young people's associations and movements.

The major coordinating structure in the field of youth work is the "**Conseil Supérior de la Jeunesse**", an advisory body comprising representatives of the various ministerial departments as well as young people representing the "Conférence Générale de la Jeunesse" and young-people's associations. The Council's role is to submit to the government its own proposals concerning young people and to give its opinion on all issues and projects submitted to it by the government. The "**Conférence Générale de la Jeunesse Luxembourgeoise**", a body representing young people's associations, has the role of spokesman and coordinator of youth organisations, defending their interests in all fora established by the government. Finally, the "**Forum des Jeunes**" gives young people and political decision-makers an opportunity of meeting once a year to discuss a topical issue.

NETHERLANDS (NL)

In the Netherlands, youth work - defined as all spare-time social, cultural and educational activities for young people 8-25 years of age - is left to private initiative and in particular to associations and other private bodies. The State's role is exclusively to provide a framework and encouragement. In this way, youth work is conceived and conducted within a framework established by legislation on social and general policy. This establishes a decentralised structure at three levels:

* direct administrative responsibility for youth work is delegated to municipalities (some 600), which contribute to funding these activities;

* responsibility for the necessary infrastructure made available to municipalities is in general delegated to the provinces (12) or to the major municipalities (4);

* responsibility for activities organised at national level, and for specific support functions, lies with the State.

In this political and social context, government policy with regard to social, cultural and educational work on behalf of young people is the responsibility of the **"Youth Policy" directorate** of the **Ministry of Welfare, Public Health and Culture**.

In 1988, the Youth Policy Directorate was expanded by the formation of a "Youth-information Section". This government structure has administrative responsibility at national level for information and guidance work with young people. General information is provided by Advisory Centres (JAC) and by a number of Youth Information Points (JIP).

Priority schemes in youth work are set out within a framework laid down by the State for all social policy. Accordingly, those particularly involving young people are the following:

(i) application of innovative preventive measures aimed at young foreigners aged 0-18 years;

(ii) improvement of the links between school and the labour market;

(iii) a better response to the needs of young foreigners.

Work to achieve these priorities has to take into account the allocation of tasks to the various levels of government and the principle of subsidiarity.

The Netherlands applies the principle of "he who pays the piper calls the tune". Each year, the national authorities draw up of a plan of youth work activities after discussions with the three levels of government and with the associations and private organisations concerned. In this context, the State provides funding for some national youth associations such as "Scouting Nederland" and some other national organisations supporting youth activities.

The current national budget for youth work is some 15 mecus. It is, however, the municipalities which provide the major part of the funding, roughly estimated at 435 mecus.

Intersectoral coordination of youth policy in its widest sense is conducted by the **"Youth Policy" Group** comprising representatives of all ministerial departments involved in the field. The chairman and secretariat of this Group are provided by the Youth Policy Directorate.

There is also an advisory body for intersectoral youth policy, comprising representatives of national youth associations and responsible for advising the government on issues concerning this policy.

PORTUGAL (P)

The Portuguese government regards as one of its priorities the pursuit of a comprehensive and integrated youth policy. This policy is designed to ensure the coordination of sectoral policies, stimulate the creativity of young people, promote a smooth transition from school to employment, improve the mechanisms for participation by young people in decision-making and develop their sense of initiative.

Implementation of this policy is coordinated by the **Secretariat of State for Youth**, a body administered by the Junior Minister for Parliamentary Affairs in the Prime Minister's Department. At the central government level, this responsibility is assumed by the **Institute for Youth**. In addition to its offices in Lisbon, the Institute also has a decentralised structure of 18 **Regional Services**.

The competences and responsibilities of the Institute reflect the underlying political will to deal with a huge range of issues that include:

* intersectoral coordination of measures on behalf of young people;

* the promotion of the necessary research for the development of an integrated youth policy;

* the creation and development of integrated systems for the information, care and counselling of young people;

* international relations in the youth field, together with exchange and mobility programmes for young people;

* the promotion of programmes covering the employment and leisure activities of young people;

* the creation and support of mechanisms to give young people the possibility of participating in economic, social and cultural activities and to show their initiative;

* support for young people's voluntary organisations and the creation of the necessary infrastructure;

* financial and technical support for students' associations;

* defining and promoting a policy for training youth workers;

* creation of support and stimulation mechanisms for young people's initiatives and their entrepreneurial spirit, in particular young heads of companies and young farmers.

Under this policy, priority will be given to:

(i) strengthening the mechanisms for intersectoral coordination and for participation by young people in decision-making;

(ii) stimulation of young people's sense of initiative, creativity and entrepreneurial capacity;

(iii) decentralisation of youth policy through the creation of suitable local structures;

(iv) providing young people with information and developing exchange and mobility schemes both within the European Union and with Portuguese-speaking African countries.

The Institute for Youth is a public body with administrative and financial autonomy. Its revenue is derived primarily from the State, from subsidies paid by various bodies and from the sale of its services.

There are also two other public-service bodies in Portugal which have links, and cooperate closely, with the Institute in the youth field: the **Youth Tourism Agency (Movijovem)** and the **Youth Foundation**. The capital of the latter body is made up of 50% public funds (40% being held by the Institute for Youth) and 50% private capital. Its role is to support and coordinate social or cultural activities undertaken and/or organised by young people themselves, as well as to stimulate the training of young people in science and new technologies.

Centralised coordination of youth work is performed by the Office of the Secretary of State for Youth. There is also the associated **Advisory Council for Youth**, comprising representatives of the various ministerial departments directly involved in this work, as well as representatives of young people's voluntary organisations. The Council is a discussion, advisory and coordination body which gives young people an opportunity of direct participation in decision-making. At regional level, the same tasks are entrusted to **Regional Advisory Councils** which bring together the regional representatives of ministerial departments, local authorities and representatives of voluntary organisations.

In addition, the **National Council for Youth**, an independent body which includes the majority of national youth associations, is regarded as a party to be involved in all issues involving youth and, accordingly, is consulted regularly by government bodies.

UNITED KINGDOM (UK)

There is no ministry of youth in the United Kingdom, nor any specialised service to coordinate youth work. This is primarily because the needs and problems of young people are not regarded as being in essence different and separate from the needs and problems of other citizens. Accordingly, any full description of youth work structures would in principle have to cover all sectoral policies and, in consequence, all government work involving youth affairs.

The established youth services, which aim to promote the personal and social education of young people, are the responsibility of the **Education Departments** of England, Scotland, Wales and Northern Ireland.

Having said that, it is local authorities which are responsible for implementing youth services of the kind found in the majority of Member States, determining priority fields and providing the necessary resources. The legal framework established by the Education Act of 1944 and the Further and Higher Education Act of 1992 covers a huge field including vocational and social training, youth services and leisure activities. Youth work is defined as informal education designed to achieve the personal and social development of young people. Within this framework, the youth services established and activities carried out by local authorities (**Local Education Authorities**) - in principle in cooperation with voluntary youth organisations and other private bodies - vary considerably depending on the local and political context of the respective authorities. As a general rule, they concern young people aged between 11 and 25 years (particularly in the 13 to 19 age bracket) and cover such sectors as information provision for young people, youth worker training, infrastructure available to young people, cultural and leisure activities, educational and social aid, vocational guidance and programmes for disadvantaged young people.

These local authorities - more than one hundred in all - receive government funding, particularly via the "youth service" unit of the **Department of Education and Science** (DES) which provides, together with the equivalent unit in the **Department of Employment**, encouragement, support and coordination in this field. These units also represent the United Kingdom in various international fora within the framework of national priorities and provide grant-aid to national youth organisations for the implementation of their projects. Similar assistance is given by the Welsh Office to organisations with headquarters in Wales.

1991 saw the creation of the **National Youth Agency**, run to a large extent by the Department of Education and Science. Its main tasks are as follows:

* development of course content and training methods for youth workers;

* development, recognition and support for the organisation of programmes and training courses for youth workers;

* the collection, publication and dissemination of information concerning young people. The NYA is also responsible for making information about youth work in the United Kingdom available to any foreign organisation seeking such information and for the

dissemination at national level of any such information from other Member States;

* providing support for persons running youth services and organisations;

* the international work linked to these tasks;

* providing support for government initiatives in these fields.

The **Wales Youth Agency**, which has a similar remit, was created in 1992.

In Scotland, services for young people and youth work are provided by the **Scottish Community Education Council** through its Youth and International Services Unit and its **Scottish Youth Work Forum**.

In Northern Ireland, the Department of Education has overall responsibility for the youth service and provides financial support to the **Youth Council for Northern Ireland** whose main role is to advise on the development of the youth service.

The **British Youth Council** is a national umbrella body covering some 70 youth organisations. It aims to promote the interests of young people and to represent their views both nationally and internationally.

The **Youth Exchange Centre** promotes youth exchanges between the United Kingdom and other countries through a network of regional committees. One of its aims is to improve the quality of youth exchanges and to make them more accessible to those who could not normally expect to take part in an international activity.

Finally, it should be noted that among the work conducted by these departments on behalf of young people, particular attention is paid to vocational guidance, training and employment (establishment of structures to help young people to enter or reenter the labour market), more particularly with regard to disadvantaged young people.

An overview

The above comparative review of youth work structures in the Member States would at first sight lead one to conclude that the situation of young people has not been taken into account sufficiently for a uniform policy to have been adopted or for a single body to have been created to deal with this policy. Nevertheless, although there are considerable variations between the Member States in the provisions covering youth policy, the respective executive structures and the major concepts and terms employed, there are some underlying trends apparent in the administrative organisation and working methods which make it possible to carry out a comparative overview and so identify fundamental characteristics.

Taking into account the respective functions and tasks of the State and voluntary organisations, it is thus possible to put forward two dominant models for the youth services established by the Member States. It should, however, be noted that as with all models these have more a heuristic and classificatory role. Consequently, they cannot be seen as strictly defined and coherent concepts which can be used to divide up the real world into clear and complete categories, particularly as current trends in EU countries increasingly reflect a convergence of the objectives and methods employed in youth work.

A. Within this framework, it is possible to identify a group of countries where youth work is regarded primarily as a function of society at large, and in particular of voluntary youth organisations and private bodies. The distinctive characteristics of this model can be summarised as follows:

(i) The State has a rather limited role: its primary task is to establish the legal framework under which these bodies can carry out their responsibilities and to support them by making available appropriate funding and the necessary social infrastructure;

(ii) The central administrative structure with responsibility for this policy is not an autonomous body but rather a department or directorate of a ministry for which youth policy is not the primary responsibility;

(iii) Youth policy is regarded as a policy dominated by socio-cultural or socio-educational values, or a mixture of the two.

B. The other group of countries are those which, while recognising voluntary organisations as indispensable partners, attribute a dominant role to the State and to government organisations -assigning them tasks such as strategic planning and the coordination of a youth policy designed to be comprehensive, the preparation of specific programmes intended to encourage young people to take initiative in the economic and cultural fields and, in general, the creation and support of mechanisms to make it possible for young people to take an active part in the economic, political and social life of the country. The specific characteristics of this model can, in principle, be found in the central structure responsible for this youth policy.

(i) Accordingly, the central administration is either a ministry principally concerned with youth issues or an organisation operating under the supervision of a ministry but with a relatively extensive degree of autonomy;

(ii) The policy implemented demonstrates a clear intention to overcome the

compartmentalisation which results from sectoral policies and to promote a comprehensive and integrated global approach to all problems affecting young people;

(iii) The coordinating structures established in these countries often play a significant role and have relatively extensive competences.

Although there are these differences between the respective models, there is evidence throughout the European Union of the will, via convergent approaches, to promote and support the following objectives:

a. to enable young people to play an active role in society and its institutions and to provide them with information, guidance and support;
b. to encourage young people's sense of responsibility, initiative and creativity in all aspects of their lives;
c. to enable young people to express their opinions about the way society is organised and to develop structures which allow them to participate in the decision-making process;
d. to support and encourage young people to have an understanding of their neighbours, both near and far, and of the value of different cultural traditions and practices (see "Young people in the European Community", Memorandum from the Commission, COM(90)469).

In the light of these common objectives, there are certain significant trends in the priorities laid down by the Member States. These can be grouped into three major areas: active citizenship, participation by all young people without exception, and creativity. Accordingly, it must be noted that particular attention is paid in the Member States to action designed to:

* encourage the provision of information for young people, develop the systems providing it and improve its quality;

* support and encourage cultural activities involving young people and their participation in cultural life;

* foster and encourage young people's initiative and creativity;

* promote, in those countries and fields which require it, decentralisation of youth services and the delegation of tasks;

* enable all young people, and particularly those who are disadvantaged, to participate in all aspects of the life of their country and to encourage them to become aware of their role in building the European Union.

To conclude, it should be noted that when seen in this light the youth work structures implemented by the Member States (in all their richness and complexity as a result of different historical situations and traditions) offer enormous scope for cooperation at EU level, allowing young people to develop their own potential while playing an active role in the development of the European Union.

II. Part Two:

Youth structures and policies at regional and local level

Regional and local youth policies in the Member States

In the Resolution of 26 June 1991 on priority actions in the youth field (91/C 208/01), the Council and the Ministers meeting within the Council, in stressing the regional and local dimension of cooperation in the youth field, opened up a new area defined by the wish to promote the European dimension in all the initiatives taken at various levels. In this context, Action I (Youth for Europe III, Action C), which aims to step up cooperation between the structures working for young people in the Member States, includes study visits and exchanges *between those responsible for youth policy at local and regional level.*

In the same way, Action III (Youth for Europe III, Action II), which seeks to promote the spirit of initiative and creativity among young people, invites the Commission to support, at European level, any innovative programme *intended to strengthen the economic, social and cultural cohesion of local communities*, managed by young people themselves and of interest to young people in other Member States.

The issues addressed in this chapter - its objectives and the logic by which its various sections have been organised - are determined by the prospects set out in the Resolution. This chapter aims to provide a comparative overview of regional and local youth policies as well as the structures responsible for formulating and implementing these policies. A further aim is to provide a reference helping the Commission and the relevant authorities of the Member States to establish forms of cooperation and to develop new activities in the youth field at regional and local level.

An earlier chapter, entitled ***Youth structures and policies at national level***, provided an initial description of youth institutions and policies in the European Union. However, the comparison related only to central administrative structures and looked only exceptionally at the regional and local level.

This chapter, while separate, is to a large extent an extension of the above chapter and makes some use of the data, information and analyses presented there. While it does not take the form of a sequel which could be understood only after reading the first chapter, it should be noted that it relates to and completes the comparative description of youth structures in the Member States, supplementing the previous chapter through its analysis of the regional and local dimension of youth policies.

The chapter is in two parts. Part I, which is also the longest, describes regional and local structures and the corresponding youth policies implemented by the Member States. The method of presentation used in this report follows a twofold approach:

* On the one hand, it has been considered necessary to pinpoint the particular features of each Member State (the main ideas, the type of administrative organisation, the relevant authorities, historical, social and cultural traditions, technical terminology), which play a part in youth policies and determine the way in which they develop;

* On the other hand, it has also been necessary to highlight common features, convergences and areas suitable for the development of cooperation at European level.

It is for this reason that the youth structures and policies of the Member States are discussed in terms of their particular features, although the main themes tackled do not vary from one chapter to another. This approach has made it possible to highlight differences which can be summarised as follows:

(i) While the first level of local administration, i.e. municipalities and Communes, is the same everywhere, regional organisation differs substantially from one Member State to another.

In some Member States, the second level of local administration, i.e. the regions, is not sufficiently developed: the bodies established at regional level are not normally elected at this level and have only limited powers. Consequently, decentralised central services tend to be involved rather than exemplary models of administrative decentralisation. This is the case of countries such as Greece, Ireland, Portugal and Luxembourg, whose small size does not really justify the development of regional authorities.

In other Member States, regional organisation is the result of the history of the country and in some cases corresponds to ethnic and linguistic differences. In these cases, the region is an important factor in the organisation of the State (and is often mentioned in the country's constitution) and has wide-ranging powers. This is the case of countries such as Spain, Italy, Germany, the United Kingdom and Belgium. In this report, therefore, the technical term "regional policy", although not incorrectly used, does not always reflect the same reality. The risks of misunderstanding are avoided, however, as the context always makes it possible to locate the particular situation involved.

(ii) When the youth organisations or associations in the various Member States are institutions whose role is recognised, they are generally discussed in brief and the financing methods used are explained. The report also specifies the distribution of powers between the public and private authorities involved in action in the youth field.

(iii) When a brief historical retrospective is necessary for a correct understanding of the way in which youth policy is currently being developed, a paragraph is devoted to the prior stages of development of these policies and to the basic principles on which they are based.

(iv) It should also be noted that the aim of this study is not to provide an exhaustive description and an analytical evaluation of the youth policies implemented by the Member States, but to show the main ideas, the basic structures and the principal methods of action used in this field. In this sense, the concrete examples given should not be interpreted as models which are followed by more or less all the various authorities (municipalities, regions and/or organisations) active in the youth field. As a general rule, they are no more than ***examples of successful initiatives*** which are discussed in detail for two reasons: first, they bear witness to the dynamics inherent in certain conceptions of youth policy and second, they play - or could play - the role of models providing a basis for the future development of regional and local youth policies.

Part II attempts to go beyond the level of comparative description and looks, albeit briefly, at questions of a more general nature. The main arguments which point to the need for youth policies are examined, highlighting the objectives of these policies and the social problems that they attempt to resolve. This section also defines a number of fields in which cooperation at European level, while not only providing initiatives being taken at national, regional and local level with a certain Community added value, are often the *sine qua non* for the effective development of youth policies.

BELGIUM (B)

In Belgium, the development of youth policy is the responsibility of the three Communities (Flemish, French-speaking and German-speaking). Each Community therefore has independent youth services and tends independently to implement policies likely to be in keeping with its own traditions and the specific problems with which young people are faced. Despite the differences that can be seen from one Community to another, the general reference framework and the types of action being implemented are shaped by a common basic principle, according to which ***the main responsibility for youth matters lies with voluntary youth organisations or associations***. The public authorities therefore recognise the role, which is in some ways institutional, of these organisations, and grant them the support that they need in order to be able to carry out the tasks conferred upon them.

Until recently, youth policy was implemented in a highly centralised way in Belgium. The Youth Services, at the central level of each Community, in cooperation with the Youth Organisations' Coordination Council, representing the different political, ideological, religious or philosophical ideas occupying a predominant place in Belgian society, were empowered to recognise these organisations or associations and to approve their programmes, manage budgets and set priorities. At present, however, there is a clear trend towards the decentralisation of powers and resources to local and regional authorities. From this perspective it may be that local authorities play a much more decisive role in the future and become a prime mover in the development of youth policies.

FLEMISH COMMUNITY

In the Belgian Flemish Community, youth policies are largely implemented by youth associations. The aim of these policies is ***to offer young people the resources and opportunities to become integrated in society, to develop their personalities and sense of responsibility and to take initiative***. As these youth organisations have an institutional nature, the role of the public authorities at local, regional and national level is to promote the development of these associations, grant them financial support and encourage them to take part in the decision-making process as regards all questions of interest to young people.

A. Youth associations

The following groups exist at **national level**:

* **youth associations** which bring together young people aged over 14 and promote the development of a number of activities in the areas of culture, sport, training and leisure;

* **student organisations** involved with issues linked to studies and/or social questions of general interest;

* **specialist groups** of young people, whose activities centre on target groups or on

specific issues and which organise related activities;

* the **Youth Services** established by various private authorities and/or youth associations, which provide specialised assistance, organise training courses and offer services meeting the social and cultural needs of young people and youth associations.

Depending on their political, ideological or philosophical orientation, youth associations establish **Coordination Councils** which operate as consultation and cooperation structures. Moreover, their representation within the **Flemish Youth Councils** enables them to cooperate with the public authorities and to express their opinion on youth policy.

B. Regional and local youth policies

At **regional level**, regional youth organisations offer social and cultural activities which are intended to meet needs that are not adequately satisfied by regional and local authorities. They are active in five different sectors: training, mutual aid, programmes of action, services and promotion of cultural activities.

At regional and local level there are also the **Youth Information Centres** which, from an administrative point of view, are answerable to the Directorate of Social and Family Affairs of the Ministry of the Flemish Community and offer a vast range of information likely to be of interest to young people (on education, training, employment, cultural and sports activities, leisure, the rights and obligations of young people, etc.). These Centres have established a Federation (**FJIAC**) which is financed by the **Youth Directorate** of the above Ministry.

At **local level**, youth associations offer the following activities and facilities:

* **Youth Centres** which are meeting places for young people and organise various training and leisure activities;

* **youth workshops** which offer individual or group training programmes allowing young people to discover their creativity and personality in fields such as theatre, plastic arts, etc.;

* **music workshops** which encourage any individual or group effort in the field of music;

* **youth groups organising amateur artistic activities**, which offer training programmes run by professionals giving young people the opportunity to express themselves artistically in various ways. They also organise public shows and exhibitions and encourage young people to be creative;

* associations organising **holidays** for young people and others, which specialise in **play area leadership activities** during holidays.

They also take initiatives for particular target groups or in specific fields such as:

(i) ***Disadvantaged young people***. The aim of these initiatives is to tackle, through an overall approach, the specific problems of these young people and to help them to become full members of society;

(ii) ***Young workers with few skills, young unemployed people and young apprentices***. The schemes organised in these fields combine cultural and social aspects with training programmes which take account of the specific needs of these young people;

(iii) ***Part-time training programmes***. In accordance with the legislation on compulsory education, young people may, from the age of 16, choose part-time training programmes which are organised by teaching establishments or youth associations. These programmes bring together training at various social, vocational and personal levels.

Most local authorities have or are in the process of establishing **local youth services** whose main role is to promote, through financial support or the provision of services, youth associations. This financial support may take different forms: annual grants, grants awarded in accordance with a scoring system, funding of specific programmes, financing of training programmes for association managers and financing of infrastructure. In general, local services make use of all these forms of financing and often combine these with the provision of services, such as printing of documents, exemption from municipal charges and taxes and the supply of equipment making it possible for associations to set up a wide range of activities and have an opportunity to obtain qualified personnel. The "***leisure passport***" set up by many local authorities offers young people access to existing infrastructure (cultural, sport and club facilities) that they can use during their leisure time.

The **local youth councils** provide a forum for participation by young people at local level. A recent study of 310 local authorities showed that local youth councils had been established in 60% of cases. These councils are of three kinds: open councils, in which all young people may take part, mixed councils, in which young people representing associations and other young people may take part, and closed councils, in which only young people representing associations may take part.

It should also be noted that in the area of youth policy, the prevalent trend is towards decentralisation. The new law on youth services, adopted by the Executive of the Flemish Community on 9 June 1993, promotes the decentralisation of resources and powers and makes it compulsory for local authorities to prepare an annual programme to be submitted to the Youth Directorate of the Ministry of the Flemish Community, giving a breakdown of resources and activities to be developed at local level.

FRENCH-SPEAKING COMMUNITY

Youth organisations are the prime movers in implementing youth policies in the French-speaking Community. Only associations which have been recognised, following a procedure set out in the Decree Law of 20 June 1980, by the **Service de la Jeunesse** (Youth Service) of the Ministry of Culture of the French-speaking Community, are considered as such. Under this Decree, organisations for collective action by young people (at least two thirds of the

members must be aged under 35) which help to make young people ***active and responsible citizens with a critical sense*** are recognised as **youth organisations**. Moreover, the public authorities must award grants to youth organisations, help them to develop their actions and encourage them to take part in the decision-making process as regards all questions of interest to young people.

A. Youth organisations

Youth organisations can be classified in the following groups:

* **youth organisations** carrying out a range of activities in the areas of culture, sport, leisure, training, international exchanges, etc.;

* organisations targeted on **specific categories** of young people and offering activities corresponding to the specific needs or interests of these groups;

* **youth services** which offer permanent services for young people or youth organisations;

* **coordination councils** through which at least 6 youth organisations cooperate on the basis of common ideological, political, philosophical, social or methodological principles, in order to achieve common objectives.

These organisations operate at local, regional and Community level (the regulations governing the operation of youth organisations do not authorise the award of grants to national organisations, so that all organisations operating at national level have a French section and a Flemish section.

B. Regional and local youth policies

At **local level**, youth services include the following bodies which offer activities in keeping with their particular interests:

* **Youth Centres** represent the main facility for the development of youth policies at local level. They enable young people to meet and take part in a range of activities (cultural and leisure activities, sport, initiatives in the area of training and employment, provision of services and supply of equipment to youth organisations and youth groups, etc.).

* **Meeting and Accommodation Centres** are facilities promoting youth tourism and offering leisure and holiday activities and programmes.

* **Information Centres** are both information services and institutions coordinating schemes at local and regional level.

* **Centres of Expression and Creativity** offer art training programmes and amateur workshops and organise many cultural activities.

The French-speaking Community has 144 recognised centres which, together with the 100 recognised and grant-aided youth organisations, form the social fabric for developing youth policies at local level.

In parallel with these bodies and often in cooperation with them, youth organisations also take initiatives and offer a wide range of activities which aim to help young people to become socially and culturally integrated, in particular **disadvantaged** young people (minorities, groups of young marginalised people, the unemployed and young people with no qualifications, etc.) as well as young handicapped people.

The "***Eté-Jeunes***" (Youth Summer) scheme is an interesting venture organised by the Youth Service of the French-speaking Community which has had good results at local level. The aim of this programme is to organise cultural and leisure activities and is aimed at young people from disadvantaged social backgrounds. This programme, which is carried out with cooperation from local authorities and which encourages participation by local public services, does not merely make the most of existing facilities but also lays the foundations needed for the development, at local level, of a concerted and integrated youth policy.

The formulation and implementation of youth policies at local level are the responsibility of the **provincial council** and **municipalities**. The provincial councils have wide-ranging powers as regards social and cultural, environmental, educational and youth facilities. They have a **provincial youth service** and may award grants to provincial youth organisations which carry out activities in a number of municipalities but within the administrative boundaries of the province. They may also finance training and youth worker programmes, and make the premises and equipment needed for these activities available to organisations.

Municipalities also have powers in the youth field but, as expenditure on youth is not compulsory, each municipality, depending on its options and political priorities, independently formulates its own youth policy. They normally have a municipal councillor responsible for youth issues, and a **municipal youth service** which promotes activities in the fields of sport, culture, leisure and information and which supports youth organisations.

By way of example, in one experiment with local youth policy carried out by the municipality of **Charleroi**, the local youth service has established an **Information and Organisation Centre** which attempts to provide answers to two basic problems connected with the operation of local youth facilities. It seeks to combine a ***model of socio-cultural and participatory operation***, corresponding to the traditional structure of a youth centre, with a model of "***social marketing***" which is based on equality and diversification of the services offered and aims to meet the needs of young independent consumers. Moreover, in order to tackle the problems of coordinating action and cost-benefit ratios, a **local network** able to take on and promote actions on a larger scale and to offer more specialist services has been set up in cooperation with other youth centres working in the Charleroi region. In this regard, and in combination with the general trend towards decentralisation, the Charleroi experiment seems to point to the future prospects of local youth services in the French-speaking Community.

GERMAN-SPEAKING COMMUNITY

In the German-speaking Community youth policy is conducted by the **Department of Culture** of the Corresponding Ministry in cooperation with the **National Youth Council** and in accordance with the principles in force in the other two Communities. **Eupen** has a multidisciplinary **Information Centre** which is an essential resource for coordinating and promoting action for young people.

DENMARK (DK)

In Denmark local youth policy is developed largely within the framework of ***folkeoplysning***. This practically untranslatable concept, covers almost all socio-cultural activities, as well as a large range of other training activities organised outside the official system of education. It is deeply rooted in the country's cultural tradition and it is based on the idea that education and participation in institutions independent from the official education system are schools of democratic thought where people can become familiar with democratic life. From this point of view, the notion of democracy and ***folkeoplysning*** are closely linked in Denmark.

The 1990 law on ***folkeoplysning*** states that the government must make the necessary infrastructure available to citizens and finance organised leisure-time activities. These activities may also be organised by institutions and forms of education independent of the official system which offer training programmes in various fields.

The general principles governing this system of support and financing are as follows:

* freedom of initiative, freedom of participation and freedom of choice of subject and teachers;

* equivalent funding for activities which are equivalent or of the same type;

* no discrimination between organisations, whatever their structure or objectives;

* activities aimed at children and young people aged under 25 take priority;

* no discrimination between activities aimed at children and the under-25s, whatever their political, ideological or religious objectives;

* at least 5% of the available budget must be channelled into innovative ventures of a multidisciplinary type.

According to the law, programmes may also be proposed by groups without official status which wish to develop certain types of action at local level, and by legally recognised associations.

The law also makes provision for a general distribution of powers between the national and the local levels and sets out the obligations of municipalities. At **national level**, therefore, the Ministry of Culture finances the operation of national organisations involved with activities coming under the law (administrative and specialist personnel, training of managers and courses). It is also the task of the Ministry of Culture to take new initiatives, in particular in fields such as languages and culture, intercultural relations, democracy, Denmark in Europe.

At **local level**, municipalities must support these activities by making public infrastructure (schools, sports facilities, cultural centres, youth centres or simply State-owned premises) available to citizens and young people, offering them assistance with the various schemes and financing the organisations that implement these schemes.

Municipalities also have to set up a **Municipal Folkeoplysning Committee**, at least 50% of whose members are citizens and users, draw up the budget to be channelled into this field and formulate priorities. The Committee administers the budget, selects the schemes to be financed and formulates a general policy on *folkeoplysning*. As mentioned above, the schemes promoted by this law can be grouped under two main headings: education and training on the one hand, and social and cultural activities on the other hand. At local level, therefore, the municipal authorities and the Municipal Committee are able to formulate a wide ranging programme taking account of particular needs and initiatives that arise, drawing on the existing human potential and on the initiative and participation of young citizens and young people as part of a strategy of economic, social and cultural development of the region.

During the 1980s, work in the field of *folkeoplysning* led to new types of action - the **Schools of Production** and the **Folkhøjskoler** (secular secondary educational establishments) - which combine training courses with schemes in the area of employment and are aimed largely at young unemployed people or young people without qualifications.

The **Brusgård (Randers)** Production School is a good example. This independent production and training unit is supervised and financed by the municipality. It covers four main areas:

* ***environment*** (stock breeding, farming and forestry, fisheries)

* ***workshops*** (mechanical engineering, carpentry, electronics and information science)

* ***tourism*** (tourist agency, catering, pressing, music, popular art, open-air art park)

* ***administration*** (administrative services, technology, education and training, sites).

The unit serves young people who take part in community life, work in one of these fields, and at the same time attend training courses. The School is also involved in international youth exchange activities, joint training programmes and the organisation of symposia and seminars.

Bearing in mind that Denmark traditionally has a large number of organisations, corporations and associations involved in various social, political and cultural activities, the law also sets out a number of forms of support for these organisations (financing of operations) as well as their activities (financing of programmes and availability of facilities). Obviously each Municipal Folkeoplysning Committee formulates its own policies and sets the objectives to be attained. It is therefore difficult to pinpoint a standard policy model which is generally adopted, though most of the activities implemented are in the following fields:

* sports
* cultural activities (theatre, music, dance, plastic arts, audiovisual, etc.)
* environment
* leisure
* information
* innovative initiatives.

Youth policy is not however limited to the framework set out in the law on *folkeoplysning*. Many municipalities implement and/or support more general activities for young people. This is true, for instance, of the town of **Århus**. The **Department of Leisure and Cultural Activities**, which formulates youth policy, has a total budget of 43 mecus that it channels into the following fields:

* ***activities within the framework of the law on folkeoplysning;***

* assistance with ***voluntary types of work*** for children and young people;

* ***leisure*** (15 play areas for children aged 7 to 14 and 26 clubs for children and young people aged from 10 to 25, which offer a range of activities based on an educational approach and the particular interests of young people);

* ***cultural activities*** operating through:

  - a ***Cultural Fund***, which finances initiatives contributing to the cultural development of the town;

  - ***financing of cultural organisations*** (theatre, dance, music, museums, plastic arts, audiovisual and multidisciplinary centres);

* various activities having a positive economic impact on the local community, enterprises and the municipality, financed by an ***Activity Fund***.

From all the programmes financed by the municipality, we have chosen to describe two characteristic examples here.

The Frontrunners is a youth association which sets up and manages cultural, social, educational, information and, occasionally, entrepreneurial programmes in cooperation with unemployed young people. Each programme has substantial autonomy, while the organisation operates as a reference and support point offering knowledge and expertise, help with logistics and management, a data bank, general and specific training programmes, public relations and consultation services. As it is nine years old, the organisation has a gained considerable experience. Starting from the idea that problems such as unemployment among young people, the speed of technological change and the reorganisation of the key areas of economic development on a worldwide scale are structural changes with a considerable impact, it attempts to offer young people varied experiences, through multidisciplinary training. From this point of view, the most ambitious programme of this organisation is perhaps a long-term training programme which has the eloquent title "***Pilots of Chaos***". The aim is to train young people so that they can navigate their way through a social situation which is chaotic and changing, to design and manage programmes, to develop their spirit of enterprise and to make the most of the dynamics of change.

The **Starway 2** programme is the initiative of a youth centre which, since the beginning of the 1980s, has been working with groups of 40 to 50 young people aged between 16 and 25. It is a reference point for young people who have often left school, their families or their

work and young people rebelling against forms of social discipline who are often unemployed and without qualifications, i.e. young people who are socially marginalised. At the outset this centre was a meeting place where young people came to listen to music and meet friends. Since 1987/88, it has started to implement a creative cultural programme. The creators are the young people themselves who work on the basis of their daily experience, attempting to express it and understand it. Through participation in a work of collective creation and the discipline that this requires, these groups of young people have gradually gained closer links with the social institutions. They undertook a programme of daily work, attending courses on the techniques needed to carry out their project, accepted cooperation with specialists and youth workers and finally presented the outcome of their work. The results have been particularly encouraging. In five years, the **Starway 2** programme has led to four video productions, ten theatre performances, a travelling exhibition, eight productions with sound and slides, a photography exhibition and a book. In parallel, it has organised cultural exchanges and established permanent cooperation relationships with similar groups of young people in other Member States.

Although these examples concern groups of young people whose problems and needs are not the same, they make it possible to highlight the extent and scope of youth policies in Denmark and give some idea of what they comprise: original initiatives, cultural freedom, democratic spirit and high-level social assistance.

GERMANY (D)

The concept of ***Jugendhilfe*** - a term which is difficult to translate and covers the whole of youth policy in the Federal Republic of Germany - does not solely cover cultural and sports activities carried out during leisure time or extracurricular education outside the official education system. It also covers all the authorities and schemes which come under the heading of social welfare, in the broad sense of the term, and relate to children and young people. The term ***Jugendhilfe*** therefore designates an overall policy which contains both these dimensions at once.

This idea, like the situation that it covers, is rooted in the historical development of Germany and is based on the idea that it is not at the time when young people are coping with their problems of transition into adulthood and the development of an independent personality that they need assistance and support, but before, and that it is therefore necessary to adopt a policy of ***prevention*** intended to provide young people, through social and educational institutions and appropriate activities, with the opportunity to acquire the expertise needed to cope with these problems.

The legislative basis for the development of ***Jugendhilfe*** is the law on youth and child services (Kinder- und Jugendhilfe Gesetz) of 26 June 1990 which replaced the former law of 1922. It states that youth services must supplement the role of the family and the education system and include all the authorities and schemes whose aim is to improve the quality of life of young people. These services are established and offered by voluntary youth organisations and the public authorities which must cooperate for these purposes. In this framework, the public authorities are in principle responsible for financing bodies offering these services and, to the extent that this is necessary, must themselves take responsibility for their establishment and operation.

The overall objective of policy for young people is to offer young people the opportunity to develop their abilities to a maximum and to forge an independent personality, to encourage their participation in the cultural, social and political life of the community, to provide them with a sense of freedom and justice and, at the same time, to develop their ability to cope with the situations and problems of their lives as responsible individuals.

During recent years, this youth policy has taken on new dimensions, because of the establishment of programmes and activities in fields such as youth unemployment, the social integration of disadvantaged young people, the improvement of the situation of young girls and young women, the fight against racism and xenophobia, information on and prevention of drug abuse and efforts to integrate marginal groups.

A. Local youth policies

Powers over the establishment of youth services and the implementation of activities for young people are divided between three main levels: the local level, the regional level and the national level. The law of 26 June 1990 on youth services specifies the powers of each of these levels on the basis of the constitutional principles of the Federal State and the

principle of **subsidiarity** (***Subsidiaritätsprinzip***). According to this principle, which governs the whole system of social welfare in Germany, each level of social and political organisation must support the level which is immediately below it, *while respecting its autonomy*. When applied to the relationship between youth organisations and the public authorities, this principle means that:

* Each individual, without exception, must cope with their problems alone. If they are unable to do so, the community (and in particular the social organisations and mutual aid groups which are situated at the level immediately above) must intervene and offer their services.

* The public authorities must recognise the social organisations which operate within their jurisdiction and help them so that they are able to fulfil their role.

Consequently, the principle of subsidiarity defines successive levels of responsibility and specifies the respective powers of the social and political institutions which operate at the various administrative levels. Youth organisations are therefore the main authorities as regards the development of local youth policies. Moreover, local youth services must help youth organisations and intervene to set up adequate infrastructure and implement the activities needed only when the latter are unable or unwilling to assume their responsibilities.

1. Youth organisations

Youth organisations are voluntary associations of young people which operate on the basis of their statutory principles and offer activities for young people. In general, they are organised at local, regional and national level, cooperate with the public authorities involved and take part in the **Youth Councils** which operate at each of the levels of organisation of the State. Depending on their ideas or aims, they can be separated into religious organisations (for instance Bund der Deutschen Katholischen Jugend), political organisations (for instance Jungsozialisten), unions (Gewerkschaftsjugend, DGB), or student organisations, and into organisations which are involved in particular sports activities and organised leisure time activities (for instance Deutsche Sportjugend). Youth associations and their federations or unions, like the Youth Councils, discuss with the young people all the questions that concern them, formulate proposals, take initiatives and ensure that young people take part in decision-making.

2. Local youth services

Powers in the field of ***Jugendhilfe*** belong respectively to the local authorities and the local youth services (**Jugendamt**) established at the level of provinces (**Landkreise**) and self-administering towns (**kreisfreie Städte**). According to the law, youth services are established by the **Youth Committee** and by the **authority** which implements the Committee's decisions.

The Youth Committee is made up of representatives from the local council and authorities, citizens who have some experience in the youth field, representatives of youth associations and other bodies working in the area of *Jugendhilfe*. It has wide-ranging powers and is responsible for all aspects of youth policy: it formulates a strategy, defines priorities, plans

the development of infrastructure and decides on the allocation of resources made available to it by the local council. Some resources are channelled into the financing of youth associations and the programmes they implement.

3. Activities

Youth associations and local youth services offer a wide range of activities in keeping with the needs and interests of young people in the local community. These activities can be grouped as follows:

(i) *Leisure and extracurricular education*

This includes activities coming generally within youth policy in the strict sense of the term (**Jugendarbeit**) and include:

- General, political, social and cultural education of young people and educational programmes outside the official system in the areas of technology, health, biology, etc.;
- Social activities, sport, games;
- International cooperation and exchanges;
- Consultation and information services;
- Programmes relating to the world of work and the family;
- Training programmes for organisation managers and part-time youth workers and continuing training programmes for professional managers;
- The environment, the media, economic issues of general interest, etc.

Within the framework of this policy, cultural education (the arts - music, dance, theatre, literature, plastic arts, audiovisual - promoting an improved socio-cultural education of young people), political education (information on social organisations and the State, helping young people to take an active part in political processes, to defend their interests and to behave as responsible citizens), and physical education (through sport, as well as social education and health education) occupy a major position.

(ii) *Social policy and prevention*

Another aspect of ***Jugendhilfe*** concerns schemes which come under the heading of ***social policy*** and ***prevention***: consultation offered to families and parents, programmes intended to integrate young handicapped people into society, establishment of creches, organisation of activities for children and young people, etc. Youth associations, private bodies and the public youth services which offer activities in this field receive approximately 70% of their funds from local authorities and 25% from the Länder. The remainder is covered by the **Federal Youth Plan (Bundesjugendplan)** and is used to fund national organisations and international cooperation.

Although the law makes a distinction between the powers of local youth services depending on whether they are involved with leisure or work in the field of social policy, this distinction is not very marked in practice as these two fields are in fact closely linked.

(iii) ***Employment, equality of opportunity and young handicapped people***

In recent years, some programmes have been particularly developed. These are programmes which attempt to combat youth unemployment, to improve the situation of young girls and young women, and to facilitate the social integration of young handicapped people. These programmes, depending on their objectives and the groups of young people at which they are aimed, are implemented either by special - local or regional - employment services or by local youth services and youth associations in cooperation with the relevant authorities.

4. Infrastructure

The infrastructure for the development of local youth policies include **youth centres** (a general term which covers the various forms of infrastructure offering young people an opportunity to make the most of their leisure time), **sports facilities** and the **Information Centres** (although this institution has not developed to any great extent in Germany, some towns have information services which also operate as consultation centres).

Youth Centres are financed by local or regional youth services, are supervised by youth associations or public authorities and can be separated into:

(i) ***open centres*** open to all young people, employing professional leaders and operating on a regular basis at least five days per week;

(ii) ***partly open centres***, operating at least four days a week, some of whose activities are available only for their members;

(iii) ***small open centres***, which operate only during certain periods or certain days of the week and employ a professional leader;

(iv) ***clubs (Jugendheime, youth clubs)*** which are supervised by associations and organise activities only for their members;

(v) ***self-managed centres***, set up from the end of the 1960s, at the initiative of young people who contested the traditional structure of the youth centre and found the opportunities and facilities available to be inadequate.

B. Regional youth policies

Although youth facilities differ from one Land to another, according to the law of 26 June 1990, powers in the youth field at regional level are generally distributed between the following bodies.

The government of the Land[1] has, in the youth field, the powers set out in article 1, paragraph 82 of the law. In some Länder, these powers are concentrated in a youth section attached to

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[1] At regional level, youth services are answerable to the Länder.

a Ministry, in most cases the Ministry of Culture or Social Affairs, whereas in others they are distributed between different Ministries. Its essential role is to support the regional programmes implemented in a number of fields of ***Jugendhilfe*** and in particular to provide financial assistance.

In parallel, the youth section of the government of the Land must propose and support - financially and politically - initiatives and schemes which go beyond the powers of local and regional services and set in place the conditions needed for the free development of youth policies and the services and infrastructure which go together with these policies. It must also take initiatives to tackle critical or unexpected situations.

Each Land has **regional youth services (Landesjugendamt)**, made up of the **Regional Youth Committee** and the **regional administration** responsible for the youth field. Two fifths of the members of this committee, like the local Youth Committee, are representatives of youth associations and other social organisations involved with activities within the Jugendhilfe framework. The role of local youth services - which are in most cases an intermediate level between the local services and the government of the Land - is mainly to support and finance the development of initiatives and schemes in the youth field.

C. Prospects

Bearing in mind that the law on youth services is very recent, it is impossible to speak of prospects. Two aspects which characterise present youth policy in Germany should, however, be noted. The Länder of former East Germany are adapting regional legislative measures, and the structures linked to these measures, to the provisions of the law. Moreover, the new Länder are making serious efforts to establish reliable authorities able to develop, from the real interests and needs of young people and with their participation, activities and programmes which are based on democratic and pluralist principles and to set up youth services which attract young people and make them want to cooperate in order to tackle the critical problems (youth unemployment, problems of violence, racism and xenophobia), which are occurring in particular in this part of Germany.

GREECE (GR)

Youth policies and youth associations in Greece are going through a critical period of transition. This situation is due to a number of factors.

The organised youth movement, at least during the postwar period, was highly political. It was always shaped, and in some cases directly, by the main political and national problems facing the country; consequently, there was only a limited margin of manoeuvre for independent types of organisation and action. For instance, the cultural associations and union organisations of young people which proliferated between 1974 and 1985, are conveyor belts for the political youth organisations rather than bodies directly linked with local problems, obvious needs or any tradition of organised social action. The crisis in the political forms of the youth movement - which took on very large dimensions during the 1980s - has therefore directly entailed the disorganisation of these associations closely linked to political organisations.

In parallel, the traditional associations of young people which retain an important impact in almost all European societies (religious organisations, scouts, associations), have never really had any great importance from a social point of view and are not therefore able to fill this vacuum by establishing a wide network of organisations and a potential for voluntary and professional managers able to ensure their development and the continuity of programmes of action in this field.

Endeavours by the State to establish conditions favourable to the development of youth associations which led in 1982 to the establishment of the Secretariat General for Youth and the adoption of an ambitious policy for youth had no outcome and have never succeeded. The legislative framework has never been able to ensure the continued existence of facilities once they have been established. Consequently, the programmes that have been implemented, which were not without success for some years (in particular between 1983 and 1987), were subsequently largely abandoned, when the policy of budget restrictions and changes in political personnel led to a reformulation of priorities and a contraction of youth policy.

The same problems have taken place at **local level**. Again it is difficult to speak of local youth policies which are rooted in tradition, which are supported by a genuine system of organisations and institutions and which point to a constructive future. It would be more correct to speak of fragile and isolated examples which are almost exceptional and which are continuing without generating a dynamic able - for the time being at least - to reverse the general situation.

In this context, some municipalities have, however, taken initiatives for young people which can be summarised as follows:

* Bearing in mind that in Greece, municipalities do not have well defined powers over youth policy, it is rare for municipalities to have a youth service with permanent personnel, a relatively stable budget and a network with the necessary infrastructure.

* Some municipalities have youth centres. These are usually multidisciplinary rooms which act as meeting places for young people and for the organisation of cultural

activities. Some of the centres are well equipped and have premises that can be used as workshops (photography, theatre, traditional dance, etc.), as well as an information point.

* However, the lack of youth leaders and concrete activities for different groups of young people make the operation of these facilities difficult and limit their impact.

* Many municipalities have sports facilities and play areas for children and adolescents.

* Some municipalities also have a small budget intended to support youth initiatives, in particular in the area of cultural activities.

An encouraging development has taken place recently in Greece: the establishment by young people of companies and/or cooperatives which take initiatives at local level, organise training seminars for young unemployed people, endeavour to promote development programmes and often cooperate with municipalities in order to take a more complete approach to young people's problems.

It is difficult to make any forecasts from the current situation. The development of local youth policies that are indispensable because of the economic and social problems which the country faces and their impact on young people will probably go together with a policy of decentralisation endeavouring to redefine powers, redistribute resources and establish new forms of youth organisation in ways that have already been outlined by the companies and cooperatives mentioned above.

SPAIN (E)

Formulating and implementing an ***integrated*** policy is the main objective of youth policy in Spain and has led to a wide-ranging, coherent and concerted set of schemes aimed at young people which are to be carried out with young people's participation. The aim of this policy is, on the one hand, to formulate up-to-date proposals in keeping with the far-reaching structural changes that the country is undergoing and, on the other hand, to establish "***the appropriate conditions for the free and effective participation of young people in the political, social, economic and cultural development of the country***" (Article 48 of the Spanish Constitution).

A. Foundations of youth policy

The political logic which underlies this approach is organised around four main arguments which do not apply solely to Spain, but are a model whose scope extends to other countries of southern Europe.

1. The particular importance of young people from the demographic point of view

The first argument relates to the age pyramid in Spain. "***Spain is a young country from the demographic point of view (...) young people between 15 and 29 account for 25% of the population***": these are the first phrases of the Integral Youth Plan (*Plan Integral de Juventud*, p. 9), which has been formulated and is supervised by a Joint Ministerial Youth Committee. These phrases do not just pinpoint a particular social group whose unusual demographic importance would be enough on its own to justify the existence of an ad hoc policy. They also define the framework within which all youth policy in Spain is designed and developed. Youth is therefore defined as a period of transition from a condition of dependence to a condition of autonomy which allows young people to take responsibility for their lives. Youth policy is designed as an overall policy to manage human potential, making it necessary to provide answers to crucial aspects of the process of social integration of young people.

2. Difficulties inherent in social integration

The second argument is based on the observation that the traditional processes of social reproduction entail major problems, whose evident symptom is youth unemployment and its serious impact on the basic aspects of young people's daily lives (*Guia del Concejal de Juventud*, p. 8-9). If it is also borne in mind that the unemployment of a substantial proportion of young people cannot be attributed to a temporary recession, but to structural changes common to all developed European countries, the conclusion has to be that the adverse aspects of the process of social integration offer a solid foundation for and justify the development of an integrated youth policy.

3. Youth as a factor in social modernisation

The third argument relates to the positive aspects of the integration of successive generations into social life and in particular the role of young people as prime movers of social

modernisation. From this point of view, youth policy looks to the future, and has the objective of contributing to the development of values and attitudes such as:

* the capacity of continual adaptation to changing conditions and new forms of competition,

* mobility within a Single European Market,

* the intercultural dimension and European citizenship as elements of national identity,

* the structure of employment and continuing training and the creative use of leisure time,

* respect of the environment and non-renewable ecological assets.

These values and attitudes enable young people to make the most of the possibilities and opportunities offered to them by the European Union (*Guia del Concejal de Juventud*, p.9-10).

4. A strategic choice

In contrast to traditional approaches which were organised around leisure and cultural activities for young people, integrated youth policy is intended to be a strategic choice formulated and implemented together with young people, and intended to promote the active participation of young people in social life as a whole.

B. Stages of development of regional and local youth policies

The regional and local youth policies which have developed over the last ten years in Spain on the basis of these arguments, have gone through two different stages.

During the first stage (1983-1987), regional and local youth policies developed rapidly. On the basis of similar Italian experiments, several municipalities (Barcelona, Zaragoza, Valladolid, Seville and Alcobendas) formulated and implemented initial integrated action programmes, which acted as an example for the development of local youth policies. In parallel, the administrative structures (**Concejalías de Juventud**) were established, local youth services took concrete shape (youth centres, youth information centres, youth worker training schools, tourism programmes and promotion of cultural activities), and programmes were developed in order to tackle the problems of training, employment and accommodation of young people, as well as social problems, and to promote the development of youth associations.

The positive outcome of the implementation of these policies at local level led to the creation of similar structures at regional and national level. The **Youth Institute (Instituto de Juventud)** was established in 1985 and the **Joint Ministerial Youth Committee** in 1986. At the same time, the **Permanent Youth Commission**, designed as a committee to coordinate local youth policies, was established within the Spanish Federation of Municipalities and Provinces (**FEMP**).

After 1987, the development of youth policies entered a stage of relative stability and in some cases lost some of its impetus. The increased speed of economic development and the concomitant absorption of a substantial proportion of young unemployed people, together with demographic changes (all the estimates show that after 1994, Spain will start to have an age pyramid comparable to the average of those of other EU Member States), led a number of local authorities to redefine priorities and re-allocate resources to social programmes designed for women and the elderly.

During this period, the regional and national authorities were the prime movers in the development of action programmes for young people. Several regions therefore formulated and implemented integrated programmes (Andalusia, Asturia, Madrid), while at national level, the Joint Ministerial Youth Committee (which, since 1989, has been answerable to the Ministry of Social Affairs), took the important initiative of coordinating youth policies, an initiative which reached its completion in 1991 with the approval, by the Council of Ministers, of the Integral Plan (**Plan Integral de Juventud**).

C. The Integral Youth Plan

This plan which was the result of an approach combining a study of the situation and problems of young people with dialogue between the relevant Ministries, the local and regional authorities and youth associations, sets out a consistent set of actions divided among the following five main fields:

* education, training and employment
* quality of life
* equality of opportunity
* participation and associations of young people
* international cooperation.

Each of these fields is reflected by specific actions whose conduct is the responsibility of a particular authority with the amount of expenditure required being set. The Integral Plan is therefore a serious and ambitious effort not only from the point of view of coordination but also as regards the development of youth policies at all levels: national, regional and local.

D. Regional youth programmes

Each region (**Autonomous Community**) naturally formulates its own regional youth programme depending on the particular conditions in the region and the priorities of this region. The common features that can be found in these programmes make it possible for us to discuss a typical programme which can be characterised as follows.

1. Formulation and permanent evaluation

The first stage of the creation of regional programmes is to research and study the situation of young people and the problems with which they are faced. This normally takes the form of ***social dialogue*** and ***active participation*** which combines sociological studies with a

detailed discussion of the problems and needs of young people, both with young people's associations and groups of young people. Similarly, the on-going evaluation and adaptation of the programme - which extends in most cases over several years - is the outcome of an open strategy of dialogue which is intended to encourage young people to participate, to ensure that all the relevant authorities are coordinated and to define the terms of a wider consensus about the problems and objectives of the programme.

2. Objectives and fields of action

The strategic objectives of regional youth programmes tend for the most part to move in the same direction and can be summarised as follows:

* to offer young people the resources and opportunities for emancipation, integration in society and improvement of the quality of life;

* to develop among young people a culture of participation in political and social life in the region and the efforts being made to solve their problems;

* to promote coordination between the relevant authorities at all levels and obtain the best results possible in view of the resources available.

The three examples discussed below show that, while the fields of action are similar in outline to those of the Integral Plan, the regional programmes in question often have a number of significant particular features.

The regional programme of Madrid (**Jóvenes en Comunidad**) sets out three main areas of action:

* the ***emancipation*** of young people (training, employment and accommodation of young people);

* ***quality of life*** (a vast field of action including: information, equality of opportunity, culture, university, environment, tourism and leisure, sport, health and welfare, voluntary employment, social integration of special groups of young people, transport);

* ***active participation*** of young people in the political and social life of the region (support for youth organisations and the regional youth councils, development of cooperation at local, regional and national level).

Each area has an impressive number of concrete objectives. The Madrid programme has 84 objectives, themselves paving the way for a large number of programmes.

The programme of Andalusia (**Andalucía Joven**) for 1991 is organised in five main areas:

* ***promotion of social participation*** (33 programmes relating to health and sex education, student accommodation, information, assistance for youth organisations and the regional youth council, planning, management and development of the facilities

made available to young people, etc.);

* ***training*** (19 programmes including training workshops for young unemployed people and the State Training School for managers involved with young people);

* ***integration in the labour market*** (programme of vocational training, wide-ranging assistance for the creation of youth cooperatives, offers of initial employment through the programme of conventions with the regional authorities);

* ***social integration*** (seven programmes: young drug addicts, young people in reform schools, marginal groups, and social welfare in general);

* ***cultural activities*** (12 programmes) and cooperation programmes with other authorities.

The Catalonia programme (**Catalunya Jove 93-94**) has 60 objectives distributed among the following 13 fields: information, support for local youth policies, organisations and associations of young people and the regional youth council, training and employment, support for enterprise creation ventures, health and welfare, accommodation, environment, youth services, international cooperation, rights, duties and values, national identity.

3. Administrative structures

In general, the administrative structures responsible for coordinating and supervising regional youth policy are combined in a **Directorate General for Youth** forming part of a wider authority (**Consejería**) also covering culture and/or education. The few initiatives intended to create an independent youth sector within the regional authorities (for instance in the case of Asturia) have not yet led to a widely adopted model. However, the fact that youth services in Catalonia have recently been merged (September 1992) into a **Secretariat General for Youth**, which is attached to the President's Office and has wide-ranging programmes, should breath new life into this debate.

Just as the Joint Ministerial Commission for Youth ensures coordination at national level, **Intersectoral Commissions** supervise the implementation of the regional programme at regional level, coordinate all the authorities involved and formulate new proposals.

E. Local youth programmes

Local youth programmes are similar in outline to regional programmes: they are based on the same principles, are the result of similar strategies of research and dialogue and have comparable objectives and areas of action. They are also implemented by the corresponding local administrative structures. Each municipality obviously sets up its services in keeping with the particular problems which it faces and in particular depending on its size and the resources and powers available. The two programmes discussed below (Barcelona and Alcobendas) are concrete examples of an integrated youth policy which have played an important role in the development of local policies in Spain. Their interest therefore lies less

in their representative nature than in their role as models.

Alcobendas (80,000 inhabitants): the programme includes seven sectors specialising in different activities:

* the ***town and the environment*** (accommodation for young people, transport, programmes for the environment);

* ***vocational integration*** (Vocational Training and Integration Centre, training programmes and workshops, grants, support for enterprise creation ventures);

* ***education*** (assistance for schools, a network of municipal libraries, art and music education, teaching of foreign languages);

* ***cultural activities and leisure*** (music, theatre, cinema, exhibitions of young artists, sport, youth centres);

* ***young people's associations*** (support, international cooperation, voluntary services, infrastructure, training of managers),

* ***health and welfare***;

* ***information*** (Information Office, magazine for young people, radio broadcasts, guides to events).

Barcelona (1,800,000 inhabitants)

Three aspects characterise recent developments in Barcelona, a town which already has a well-established tradition in the field of youth policies and which continues to some extent to play a leading role.

The ***decentralisation*** of youth services and the development of permanent structures at district level.

The creation of an ***Intersectoral Youth Committee*** which is chaired by the Mayor and which ensures that the political initiatives of the municipality have a youth dimension.

Finally, the prospect of a ***political contract between successive generations*** which should ensure the continuity of youth policies, should integrate them into a general policy of regeneration of the social fabric and affirmation of social solidarity not only between the various social groups but also between successive generations.

F. Prospects

Although the fragile nature of youth structures and policies makes any forecast about their future development somewhat hazardous, it should be stressed that there is a wide-ranging consensus within Spanish society as regards the need for and the efficiency of this approach.

To judge by the current dynamic, the development of youth policies in Spain seems to be following three main lines:

* ***Stabilisation and development of integrated youth programmes***. From this point of view, the stress is placed in particular on strengthening entrepreneurial ventures taken by young people and their integration into the labour market, on information (through the extension of the network of information centres and coordination of local and regional centres), on accommodation policies for young people, the training of managers involved with young people (Youth Worker Schools) and, lastly, on the new trends which are emerging in the cultural field;

* ***Awareness of Europe*** and expansion of cooperation between local and regional authorities at Community level;

* Particular attention to social integration and participation by ***marginalised*** groups of young people, ***equality of opportunity*** between the sexes and special programmes for ***disadvantaged*** young people.

These development areas are undoubtedly also challenges for young people's organisations and associations as well as the relevant authorities at local, regional and national level.

FRANCE (F)

In France, the development of regional and local youth policy is in principle the responsibility of local authorities, organisations or associations of young people and in general those social organisations whose activities are aimed at young people. The main task of the public authorities is to establish an environment suitable for the development of organisations, to support their initiatives, to grant them financial assistance or to make the necessary infrastructure available to them and, lastly, to formulate a general framework and carry out forward planning as a guide for their activities.

At national level, the **Ministry of Youth and Sport** is the main authority in the area of youth policies. Other Ministries such as the Ministry of Education, the Ministry of Social Affairs, the Ministry of Culture, the Ministry of Towns and Cities, the Ministry of Labour and the Ministry of the Interior also have responsibilities in the youth field and often have decentralised services at regional and local level which run programmes of action for young people. Intersectoral committees have been established (**Joint Ministerial Committee for Youth, Joint Ministerial Delegation for Youth**) and are responsible for coordinating youth policy and ensuring that programmes of action complement one another in order to make sure that they are as efficient as possible. In practice, however, they place more emphasis on defining objectives and strategies of a long-term policy than on playing their role as efficient coordination mechanisms. The coordination of initiatives is therefore carried out, on a case-by-case basis, in respect of concrete programmes, or at local level, in particular when municipal youth services are able to formulate consistent and integrated programmes and manage to get the various political and social partners to work in the same direction. This obviously leads to an unequal development of regional and local youth policies which makes any systematic description very difficult.

The present report therefore describes only the decentralised services of the Ministry of Youth and Sport and the action programmes established by this Ministry, whose regional and local dimension is substantial, and mentions some examples of successful action at local level which give some idea of the existing potential and methods used.

A. Regional youth services and policies

The **Regional Directorates** and **Departmental Directorates of Youth and Sport** are decentralised services of the Ministry of Youth and Sport whose main task is to implement the Ministry's general policy and main programmes of action at the various administrative levels. Their actions consequently take place in the following sectors:

1. Training

In cooperation with youth associations and sports associations, the regional services have the task of promoting initial and continuing training programmes for youth leaders and teachers of physical education. They are also authorised to recognise organisations which implement programmes of training and to issue diplomas.

2. Development of sports activities and youth worker programmes in the youth field

These activities take three main forms: grants for sports associations and promotion of sports activities, job creation incentives in the youth worker field and grants to young people's organisations and associations making it possible to cover operating costs as well as to establish programmes of action. It should be noted that among these programmes, those which are devoted to leisure time and holidays have a priority position ("Young people's daily leisure", "Young people's holidays").

3. Supervision

The Ministry lays down a set of rules governing the operation of youth organisations or associations, but the regional services also have the task of supervising and monitoring existing infrastructure (sports centres, youth centres, holiday centres, etc.) and the activities of youth organisations in general.

In addition, the regional services are almost entirely responsible for coordinating and implementing two major programmes of the Ministry of Youth and Sport: the ARVE (Aménagement des rythmes de vie de l'enfant - Improving the use of children's time) programme and the "Projet J", whose aim is to support young people's initiatives.

4. The A.R.V.E. Programme

This programme is based on the scientific observation of the use of children's time, which takes the form of an undulating curve, with periods of high and low productivity and on the observation that the use of school time is not always in keeping with these natural rhythms. The main idea is to propose parallel activities - cultural, sporting, scientific and technical - during the school year, but at times when children need different working rhythms. Children's time is therefore used in two different ways throughout the school year: the first includes compulsory school hours, while the second includes activities freely chosen by children depending on their interests and abilities.

The main objectives of the programme are as follows:

* to gain a better understanding and take account of the rhythms and needs of each child;

* to help to develop abilities and the personal and psychological balance of each child and to improve their school performance;

* to offer children activities for which they would not otherwise have had the opportunity;

* to enable the local authorities, teachers and parents, youth workers, artists and scientists to work together in new ways;

* to provide young students with the opportunity to put their vitality to use, express their creativity and develop a spirit of initiative.

The programme is the outcome of combined action by the Ministries of Education, Culture and Youth and Sport. It is implemented in close cooperation with local authorities, youth organisations and associations, schools, parents, and social organisations in general. It takes the form of a contract between Communes, groups of Communes (***contracts for the improvement of children's time***) or a town (***town-child contract***) and the regional authorities. An examination of the contracts entered into by six different towns (Romilly sur Seine, Domont, Epinal, Béthune, Hérouville-Saint-Claire, Niort) shows the following original aspects:

(i) Although this initiative is aimed in principle at children in primary education, it is often extended to children in secondary education, or is grafted onto a wider youth policy implemented by the local authority.

(ii) Under this integrated policy for children and young people, cooperation is not limited to the three Ministries and the various towns concerned, but also involves other authorities[2], such as the Ministries of Labour, Towns and Cities, Social Affairs, the Regional Councils and various Departmental Directorates, the Social Action Fund (FAS) and the Local Missions which offer schemes intended to integrate young people into society, the Family Benefit Fund, the police and private sponsors.

(iii) All the authorities of the towns offering activities of interest to young people take part in the implementation of this policy, and the existing social infrastructure is fully used (sports and cultural infrastructure, public transport, school buildings, etc.). Towns are therefore geared towards their young people.

(iv) The activities planned make use of the human resources in the town and are organised jointly by youth organisations and the various associations.

(v) Towns do not always have the same potential, but in general activities cover a large range of fields:

- ***culture*** (music, reading and books, theatre, dance, cinema, plastic arts, local cultural traditions);
- ***sport*** and ***leisure***;
- the ***safety*** of children at school and in town;
- the ***town***, its architecture and environment;
- the ***school*** and its ***environment*** (assistance with various subjects, excursions, etc.);
- the ***prevention*** of juvenile delinquency, failure at school and marginalisation (reception, advice and guidance services for young people).

It should be noted that this programme, which is the main part of policy for children, has provided excellent results and has grown rapidly for several years.

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[2] The forms and extent of this cooperation differ from one town to another; they show, however, that it is possible to develop an integrated youth policy provided that local authorities and youth services are able to formulate a medium-term programme and coordinate all the "partners" involved.

5. Support for young people's initiatives (Projets J)

Starting from the observation that many young people do not take a systematic part in the life of youth associations and do not make the most of the opportunities offered by public institutions, the Ministry of Youth and Sport inaugurated an ambitious programme to support young people's initiatives which has three main objectives:

* to encourage young people to take responsibility for and participate in a programme of action which they have chosen and formulated themselves;

* to re-establish confidence between the public authorities and young people;

* to promote the social integration of special groups of young people.

At the outset in 1992, provision (which was exceeded in practice) was made for the immediate financing of 20,000 programmes (i.e. a total approximate budget of 25.5 mecus), involving the participation of 100,000 young people aged between 13 and 25. The Ministries of Towns and Cities, Social Affairs, Culture and Labour provided support for the implementation of this project. Information relating to the first six months of 1992 and covering 7,000 programmes involving the participation of over 60,000 young people shows that:

(i) Close on half the young people were aged between 15 and 19 (47.69%), the others being distributed between two different age groups: the under-15s (24.43%) and the over-20s (27.87%).

(ii) The majority of these young people were secondary education pupils (64.08%) and students (16.46%). Workers, unemployed people and those attending training courses in enterprise accounted respectively for only 7%, 6.8% and 4.8% of the total number of participants.

(iii) Given that most programmes took place during the summer months, holidays occupied a priority position among the activities organised (31.8%), closely followed by cultural activities (24%). This was followed by sports activities (16.5%), social and humanitarian action (11.7%), training (5%) and ecology (3.7%).

(iv) Almost half the programmes lasted one month, 20% of the programmes lasted from one to three months, while training programmes lasted from 3 to 12 months.

(v) 9.5% of programmes took place at district level, 20.9% in the town, 16.3% at regional level and 21.8% at national level. The other programmes took place abroad (EU Member States 13.5%, East European countries 2.65%, Mediterranean countries 3.5%, and other countries 11.9%).

(vi) Although approximately 20% of programmes were formulated by groups of young people without any official support, the majority of other programmes (75%) received assistance from youth organisations.

This information is obviously provisional and any evaluation is necessarily incomplete. Important parameters such as age, type of activity, duration and place, show substantial change during the second half of the year and only the overall picture for 1992 will show whether and to what extent the objectives have been achieved. It is already evident, however, that this initiative has had an enormous impact on young people and that its future success seems assured. Careful evaluation of the experience gained should lead to adjustments which will further increase its effectiveness.

B. Local youth services and policies

As mentioned above, the development of local youth policies has become the responsibility of local authorities which have considerable latitude in the initiatives that they take and autonomy in the formulation of policy to be followed. Bearing in mind the diversity and the different levels of development of local services or local youth policies, it is very difficult to provide an accurate review which reflects this complex situation. It is for this reason that only the case of the town of Nantes[3] is discussed here. In this report, this example is used as a model and shows the opportunities for the development of an overall youth policy at local level.

Services are provided and programmes of action and leisure activities are organised by public authorities, private bodies attached to the municipality, youth organisations or associations and, less often, by young people themselves. Given this diversity, the desire of the local authorities is to formulate a consistent, diversified and pluralist youth policy which avoids any fragmentation of schemes, provides for coordination between those involved and between activities relating to many aspects of the life of young people and a wide range of problems, and at the same time ensures the autonomy of the various partners.

From this point of view, the youth policy of the municipality is being developed at successive levels and tends to incorporate, within a single framework, the initiatives taken by a number of authorities, including:

* The ***directorates*** or ***services*** of the municipality which organise action in the following areas:

  - ***education***: extracurricular activities in cooperation with schools, supplementary courses, etc.;
  - ***sport***: sports activities in districts, organisation of events;
  - the ***social sector***: Municipal Assistance Fund for young people, minimum income for all young people;
  - ***cultural developments***: libraries, museums, grants in the field of music, premises for rehearsals and events at district level;
  - ***social research***: studies, statistics, reviews, etc.

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[3] It should be noted, however, that integrated youth policies are being developed in other towns. Information on the programmes of Epinal and Strasbourg has also been used in the drafting of this report.

* ***Other authorities*** (youth associations, other organisations), to which the municipality grants financial and technical assistance and provides infrastructure;

* ***Public bodies***, with which the municipality cooperates at the level of:

  - the ***district***: programmes for the social development of the district in cooperation with the Ministry of Towns and Cities (DSQ);
  - the ***town***: Municipal Council responsible for the prevention of delinquency, "town-child" contracts in cooperation with the Ministry of Youth;
  - the ***conurbation***: cooperation with the Local Mission of the Ministry of Labour for the professional and social integration of young people, Local Accommodation Commission for young people, prevention programmes in cooperation with other municipalities of the urban conurbation of Nantes;
  - the ***Département***: special prevention programmes, concrete action, support for young people initiatives in cooperation with the Ministry of Youth;
  - the ***Region***: Regional Youth Information Centre.

The central role in formulating and implementing this policy is taken by the **Leisure, Youth and Social Work Service** and by a private body, set up by the municipality[4] and attached to the latter (**ACCORD**), which manages a large part of youth policy in a very flexible way. Within this general framework, the municipality intends to improve the quality of the services offered, develop participation by young people in local life and make the various partners more effective through the promotion of cooperation and the establishment of a wider network. In this sense, particular emphasis is placed on the following activities:

* ***information*** for young people (in cooperation with the Regional Information Centre, establishment of information offices in districts, information campaigns and preparation of brochures and other information documents);

* the ***professional and social integration*** of young people (in cooperation with the Ministry of Labour and its Local Missions);

* ***sports activities*** at district level;

* the ***prevention*** of delinquency and crime;

* the construction of ***accommodation*** for young people (in cooperation with the relevant institutions);

* ***leisure activities*** during school holidays;

* support for ***young people's initiatives*** (Projets J).

Bearing in mind that the case of Nantes is not isolated and that the model which is described above is applied in outline by other municipalities, the development of local youth policies

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[4] Similar formulae have been adopted in other municipalities in order to facilitate the management of youth policies.

will very probably follow this trend in the future. The nature of the social problems facing young people and the need to provide appropriate answers to these problems point to the need for a consistent and integrated policy which should be based on the cooperation of all the partners involved, be part of a local development programme and ensure that young people take part in decision-making processes.

IRELAND (IRL)

Youth policy in Ireland is designed and developed within the general framework of informal education. Its main concern is to offer young people opportunities for education that provide them with the opportunity to take an active part in democratic society and forge an independent personality based on their respective needs. From this point of view, the desire to give all young people ***equal opportunities***, irrespective of their social background, sex, religion, nationality or sexual orientation is of particular importance and gives youth policy an obvious social dimension.

A. Youth services

In Ireland, youth services are largely provided by voluntary associations operating at local, regional and national level. These organisations, which offer young people a variety of approaches and a wide range of activities, can be grouped in the following categories:

* Organisations whose members wear a ***uniform***, such as scouts, guides, etc;

* Independent ***local associations*** of young people, ***Youth Clubs*** which are aimed at all groups of young people and ***Unions of Associations*** which provide a minimum of coordination of these various organisations;

* ***Political*** organisations of young people and associations set up to defend a ***cause*** such as the environment, share interests such as art, or possibly tackle common problems, as in the case of young handicapped people;

* Organisations which offer activities focusing on the ***Irish language***.

These organisations and their activities are financed by the ***Youth Service*** of the Ministry of Education through two main schemes.

1. Grants to young people's associations

This is a scheme which offers annual grants intended to support and encourage youth associations, irrespective of their programmes and philosophies. The work of these associations must, however, meet the following criteria:

* they must have an ***educational*** nature - in the broadest sense of the term - both as regards the way in which they are designed and planned and in terms of their objectives;

* they must ***allow young people to gain experience*** from a personal, social, cultural and intellectual point of view;

* they must be based, in principle and in practice, on the ***participation of adult volunteers*** working with and for young people;

* they must promote the notion and practice of young people's ***participation*** in the activities and life of the association, the local community and society in general;

* they must encourage ***cooperation*** between young people and between young people's associations;

* they must meet the ***real needs*** of young people.

In 1992, the grants awarded to associations accounted for 38.5% of the overall budget of the Youth Section.

2. Financing of programmes for disadvantaged young people

This formula makes it possible to finance certain programmes organised by associations and/or groups of people organising extracurricular activities for disadvantaged young people. Priority is given to programmes meeting the needs of special groups of young disadvantaged people, because of one or more of the following factors:

* high percentage of young people (demographic factor);
* youth services are minimal or non-existent;
* young unemployed people and/or people drawing social security benefits;
* social or geographical isolation;
* use of narcotics or other prohibited substances;
* young homeless people;
* problems of delinquency, vandalism or homelessness;
* failure to fit into the official education system.

These programmes are intended to develop the potential of those taking part and in particular to help them to acquire the knowledge and expertise needed to become integrated in society. In parallel, these programmes offer young people the opportunity to take initiatives in keeping with their expectations and to take on responsibilities within the local community.

In general, these programmes entail a certain amount of discussion with the local community, the participation of some members of the community in the management of the programme and minimal coordination with other organisations and/or State authorities responsible for assisting young people.

The sums channelled into the financing of these programmes accounted for 47.9% of the budget in 1992.

In parallel with these formulae, the Youth Services finance the network of ***Information Centres*** for young people, the ***Local Youth Councils***, the ***Youth Committee*** in Dublin, youth exchanges, etc., through funds amounting to 13.6% of the budget.

B. Local youth policies

Local youth services are generally offered by voluntary organisations which are in turn financed according to the formulae discussed above.

During the 1980s, however, the **Vocational Education Committees**, through a system of contractual arrangements, started to make voluntary organisations responsible for establishing local youth services. These services are financed from the budget of the Youth Service and operate in cooperation with the VEC.

Although each local service has its own specific nature depending on the social conditions in its region and the traditions of its people, the main fields in which activities take place are often the same: leisure activities in the broad sense of the term, cooperation by adult volunteers with organisations and groups of young people whatever their type, special programmes for disadvantaged young people and information centres or services.

The Youth Service has also encouraged the creation of 11 **Local Youth Councils** in which local organisations and in some cases public authorities are represented. These councils provide a forum for exchanges of points of view and experiences, pinpoint the needs of young people in their particular regions and issue recommendations on these issues to the Ministry of Education.

The only exception to this rule is the Vocational Education Committee in Dublin which, in 1942, obtained authorization to set up a subcommittee for youth. Nowadays, the **Comhaire Le Leas Oige**, the Dublin youth service, is an important organisation which provides approved organisations and groups with:

* ***consultation services*** on questions such as the formulation and management of programmes, the training of managers, grants and provision of services;

* teaching personnel who organise, in cooperation with the associations, ***courses*** on subjects such as the arts, theatre, computing, cooking, swimming, wood sculpture, etc.;

* the ***training of adult volunteers*** working in the youth field;

* ***training programmes for youth managers and workers*** lasting an average of five months;

* ***support, financing and follow-up of programmes and initiatives*** taken by associations and groups of young people;

* ***summer programmes***;

* ***grants*** for training programmes, for the establishment of a new association, for the implementation of innovations, annual grants intended to cover organisations' operating costs and grants for the construction of facilities.

C. Prospects

Aware of the weaknesses of this system (inadequate coordination which may lead to competition between organisations targeting the same "service market", the problem of integrating youth services into a broader programme of local and regional development, the need to decentralise resources and powers and to establish local organisations), Ireland has now started to discuss the creation and future development of local youth services. The Youth Service took the initiative of setting up a study commission, which should submit its findings and proposals in the near future.

Any forecast is therefore risky. A trend towards finding solutions to problems seems, however, to be emerging: decentralisation of resources and powers, establishment of local youth services in cooperation with the 15 Vocational Education Committees, establishment of intersectoral youth committees at local level intended to coordinate the action of all the relevant facilities and improve their ability to meet the needs of young people, increased efficiency and rational use of the available resources, and promotion of all kinds of participation by young people in the process of formulating and implementing the policy of local youth services.

ITALY (I)

Italy differs from the other Member States because the problem of defining and formulating a youth policy at a central government level - despite successive initiatives taken during the last 25 years - has never been solved. The problem lies less in the fact that the State plays no part in developing youth policies, than in the fact that there is no central political body responsible for youth policy. This has led to a fragmentation of powers between different Ministries which makes their action dissipated, disparate, inconsistent and therefore of limited effectiveness.

A. Stages of development of youth policies

The decentralisation of resources and responsibilities to regional and in particular local authorities has worsened the confusion resulting from the dissipation of powers which are often in the hands of several authorities at once. Since the beginning of the 1980s, however, two new trends are pointing to a different situation.

On the one hand, several local authorities have started to formulate and implement ***youth programmes***, in order to provide - as far as their powers and relatively limited resources will allow - concrete solutions to the problems, needs and expectations of young people which are as complete as possible. This has gradually led to the establishment, in cooperation with youth associations, of a framework of institutions and new structures for leisure (youth centres, workshops, etc.), information (information centres) and employment. These "grass roots" initiatives have not gone unnoticed at national level and have breathed new life into the discussion about the creation of a central authority.

On the other hand, at the time of the International Year of Youth (1985), five commissions were established, attached respectively to five different Ministries, and responsible for administering the following dossiers: "Institutional forms of a youth policy" (Ministry of Foreign Affairs), "Job creation" (Ministry of Labour), "Training" (Ministry of Education), "Peace and environment" (Ministry of the Environment) and "Prevention of risks of marginalisation and social integration of young people" (Ministry of the Interior). While the work of some of these commissions has not been as useful as others, they have been a positive and valuable experience which has led to new initiatives, in particular from the Ministry of the Interior.

More recently - at the end of the 1980s and beginning of the 1990s - regional youth policies have been established and have completed the picture. Several regional councils have approved laws intended to develop activities for young people which make provision for the establishment of regional authorities, defining sectors of action and specifying the main lines of action.

B. Regional youth policies[5]

Obviously the conditions, problems and expectations of young people are not the same everywhere and youth policies vary from one region to another and are part of the general programme of regional development. However, legislation is moving in the same direction and tackles the following aspects:

(i) Establishment of an ***administrative authority*** (Youth Service or Section), responsible for coordinating action in the various areas of the regional administration in order to implement an integrated youth policy;

(ii) establishment of an ***intersectoral committee*** (or other intersectoral cooperation structure) which brings together fields such as culture, tourism, vocational training, health and welfare, sport and leisure, and which is responsible for formulating an integrated action programme;

(iii) establishment of a ***permanent monitoring unit*** which analyses and researches young people's situations and evaluates the impact of regional policy on young people;

(iv) formulation of action programmes by regional youth services which take initiatives intended to:

- improve, extend and coordinate ***information services*** for young people
- improve ***education*** and ***training***
- promote the entry of young people into the ***labour market*** and their social integration
- develop ***enterprise creation ventures*** by young people
- promote ***international cooperation*** and exchanges
- ***prevent*** juvenile delinquency and curb marginalisation and exclusion of young people
- develop youth associations and encourage young people to ***take part*** in decision making processes;

(v) regional assistance with the ***financing*** of the programmes of local authorities and youth organisations or associations which reflect the goals of the regional plan and have the same objectives;

(vi) establishment of a ***Regional Youth Council*** made up of representatives from regional organisations and responsible for promoting participation. The Council has an advisory role and formulates proposals for new policy to be followed in the youth field.

Although the ways in which these laws are implemented vary from one region to another and some regions have not yet adopted this kind of legislation, the positive results obtained and the pressure exerted in this direction by local authorities which already have considerable experience in this area, make us think that regional organisation will proliferate in Italy in the near future and that regional youth policies will be further developed.

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5 The general information discussed here relates to the legislation of two regions: Venice (Veneto) and Campania.

C. Local youth policies

Over the last ten years youth services and policies have developed substantially at local level, but not in an equal way. This explains why some municipalities already have a long-standing tradition and substantial experience in this field, while others have not even reached the basic stage of formulation of a youth policy. The cases of **Turin** and **Modena** discussed here are therefore not representative of a model which, with some exceptions, is applied by all or almost all local authorities, but are rather examples of good practice which have been used - and are still being used - as a model by other Italian towns and other countries (in particular Spain and Portugal).

Turin

The youth programme was implemented in 1977 to meet the demand of cultural organisations, teaching establishments and also youth organisations or associations which proliferated in the 1970s. Local youth services (**Assessorato alla Gioventù**) were established in the mid-1980s, following an experimental stage, and are headed by a municipal councillor with responsibility for youth issues. The programme, scheduled at that time for five years, has become integrated into the town's administrative system.

The programme currently in force (1991-1995) has three priorities: teenagers aged 11 to 18, the European dimension which should be taken into account in all youth policy, and the establishment of permanent services able to meet the new needs of the 1990s. Parallel action plans include the establishment of the following services:

* ***Promotion and Development Service***: this is the institution that supports the entire structure of the programme. It formulates the programme, supervises its application, formulates new areas of action and proposes the necessary measures, ensures coordination with other areas of local administration (social welfare, culture, education, employment and training, sport, tourism and leisure) and with the various administrative areas. It organises meetings and symposia for young people and relating to youth policies and publishes documents on the programme and issues concerning young people in general;

* ***Press and Public Relations Office***: this office issues information on the activities of municipal youth services and supports the endeavours of youth associations in the information field;

* ***Programme for Teenagers***: this include a set of activities aimed at two specific age groups - pre-adolescents (aged 11 to 14), adolescents (aged 14 to 18) and the adults involved with these young people. It includes:

  - sports activities at district level
  - cultural activities (theatre workshops for teenagers)
  - a consultation centre for adolescents
  - training seminars and meetings for adults looking after adolescents, etc.;

* ***Cultural activities*** covering a wide range of fields (plastic arts, music, cinema and video, theatre and dance, literature, fashion and design) including:

  - ***Documentation*** (management of records of young artists and their output, storage of information on organisations and authorities working in Italy and abroad, drafting and publication of catalogues, lists of magazines and subscriptions);
  - ***Provision of services*** (assistance and supply of equipment to youth associations for the organisation of events);
  - ***Training*** (organisation of courses, seminars or work experience periods, etc.);
  - ***Promotion of young artists*** in all the cultural fields mentioned above, through performances, concerts, exhibitions, joint productions, publications, meetings and symposia, artistic exchanges, etc.

    In this field three main programmes are carried out in parallel:
    - ***Young Italian Artists (GAI)***. The cultural department of youth services is responsible for coordinating a scheme for young Italian artists through a network formed by the cultural departments of 22 Italian municipalities;
    - The ***Biennale for Young Artists*** from European countries in the Mediterranean. In 1994 the city of Turin will host the seventh Biennale which will be attended by hundreds of young artists from seven Mediterranean countries;
    - The ***Arts Centre***. The five-year programme also includes the establishment of a multidisciplinary arts centre;

* The ***Information Centre***, which publishes a bimonthly magazine;

* The ***Youth Monitoring Unit***, which collects statistical data and publishes a yearly bulletin reflecting the life of young people in Turin (demographics, employment, education and training, living conditions, delinquency and drugs, leisure, etc.);

* ***Prevention*** programmes (Production Centre where minors and young people under legal supervision can acquire pre-vocational experience, employment of young people in youth organisations, grants, consultation and coordination services for preventing the use of narcotics);

* Young people's ***mobility*** (international cooperation and exchanges, courses in Italian, assistance for organisations and training of youth leaders);

* The ***social service*** (some 100 young people work every year in the municipal services: youth services, social and treatment centres for the handicapped and meeting and cultural centres for districts);

* The ***Youth Council*** (advisory body in which 33 youth organisations or associations are represented and which is empowered to issue opinions and proposals on the municipality's youth policy);

* The ***Municipal Committee of Young Entrepreneurs and Liberal Professions*** (advisory body of the municipality which studies projects relating to employment, training, the promotion of enterprise creation by young people, etc.).

Within the framework of administrative decentralisation and general youth policy formulated by the municipality, **districts** may develop activities in a number of fields by themselves (sport, leisure, prevention, etc.), and have the necessary infrastructure (youth centres, amateur photography and video training workshops, sports facilities).

In parallel, **youth organisations** - this term covering a wide range of organisations, associations, cooperatives, unions or even "groups" of young people - offer a wide range of activities, have their own infrastructure (centres, meeting places, discotheques, etc.) and cooperate with the municipal youth services, providing a remarkably active network which increases what is on offer to young people and generated by young people themselves.

Modena

The spirit of initiative and desire for renewal are the essential aspects of youth policy in the town of Modena which has for a long time had sophisticated forms of local administration and a vast network of infrastructure in the field of social welfare, culture and sport. The most interesting aspect lies perhaps in the decision taken some years ago by the municipal council to abolish youth centres when it was observed that this facility was not in keeping with the lifestyle, needs and expectations of young people. This decision was obviously not just a simple adjustment from the point of view of infrastructure. It paved the way for far-reaching change which called into question the philosophy on which work in the youth field was based. Consequently, youth policies perceived as an informal educational process, akin to a kind of social policy and almost exclusively limited to the leisure and sport areas, has been replaced by an approach which can be defined by:

* A ***horizontal dimension*** going beyond one-off action and requiring a consistent and global policy which has to be implemented by the various areas of local administration;

* A ***local dimension*** which matches the requirements of the regional development programme to the needs of young people;

* The profile of youth services whose role is in particular to provide ***high-quality services*** and to ***co-manage*** (with youth associations) facilities allowing young people to take responsibility for their future. From this point of view, information, guidance and advice services helping young people to make essential choices (education and training, employment, social relations, culture and leisure) take primary importance;

* The fact that the formulation of youth policy is based on on-going ***research*** and study of the actual situation of young people which makes it possible, in particular, to identify rapidly any trends which are emerging;

* The ***active participation*** of young people which is indispensable for the formulation and application of youth policy. The Advisory Youth Committee (**Consulta Giovanile**) - where 16 organisations are represented - is an advisory committee of the municipality which formulates proposals and coordinates the action of youth movements at local level.

In accordance with the general spirit of this approach, **youth services** are active in three main fields:

(i) ***Training and employment***. Two services have been established in the Information Centre in cooperation with relevant public and private bodies: the service "***In cerca di lavoro***" which administers a databank on the employment demand at provincial level and is in contact with all recruitment agencies; an office which works to promote ***young people's mobility*** by providing information on travel, exchanges and opportunities for education and training in Italy and other EU Member States;

(ii) ***Culture and leisure***. The originality of policy in this field lies in the fact that young people are not merely seen as consumers of cultural products. Efforts are undertaken to promote young people's creativity from a cultural and artistic point of view, through incentives, the establishment of training programmes and the creation of infrastructure. The main programmes in this field are as follows:

- The ***Music Centre*** which is intended to promote and support the musical output of young people. It is aimed at young amateurs as well as professional musicians, is equipped with sophisticated recording studios, rehearsal, concert and training rooms. It is managed by a number of private and municipal bodies, and is directed and supervised by the municipal authorities;
- ***Summer 93***. Local authorities, in cooperation with national organisations (associations, groups, etc.) jointly organise, during the summer months, cultural events (music, dance, theatre, exhibitions, etc.), focusing on the cultural output of young people. These events take place in the town's historic centre;
- ***Young artists***. This scheme covers a set of actions intended to promote, not only in Italy but also at European level, the output of the town's young artists;

(iii) ***Young people's rights - social life - marginalisation.*** This field covers a very wide range of actions.

The largest scale actions include the ***Information Centre*** which provides information on the following questions: education and training, employment, mobility, tourism, cultural activities, leisure, health and social life, sport, continuing training, entrepreneurial activities. It should also be noted that a study of "***youth groups***", showing that most young people do not use the existing municipal infrastructure, led to the ***Informabus*** programme. This is a specially designed small bus which operates as a mobile information centre at times and places where young people are to be found. Informabus, which was a mobile information unit at the outset, has also become an informal reception and consultation centre where various issues are tackled, and represents for many young people the only public body which they willingly consult.

In order to improve operation and extend the field of action of the ***multidisciplinary sports centres*** of the municipality, the youth services have inaugurated a programme of training of managers and development of activities in the field of culture and prevention, a programme which is specially designed to be in keeping with these facilities.

D. Prospects

Despite the changes which currently characterise Italian policy, it is clear that regional and local youth policies will increasingly focus, in coming years, on the provision of high-quality services and the establishment of original schemes. It is also likely that the coming restructuring of the central authorities will lead to the establishment of a central authority in the youth field. The situation at both national and European level seems to be leading inevitably towards this kind of formula.

LUXEMBOURG (L)

The aim of youth policy in Luxembourg is to allow young people to develop their potential and to find their place in society. It is therefore intended to help young people to make the transition between school and working life and to help them to become responsible citizens aware of their rights and obligations.

For this purpose, the priority of the State is to support and encourage private initiatives, in particular youth organisations, in this way ensuring a pluralist approach to the problems and needs of young people and allowing these organisations to establish a wide range of activities. Similarly, whenever necessary, this action has to be accompanied by direct intervention by the State and local authorities to ensure that all young people have an equal opportunity.

At **local level,** the development of youth policies is based on a network of facilities which include, on the one hand, the ***Youth Centres*** and ***Information Centres*** and, on the other hand, the ***Residential Centres.***

These centres can be grouped into three categories in terms of their size:

(i) ***Meeting and Information Centres*** are the main facilities for the development of activities and information for young people at local level. They work in close cooperation with local authorities and, depending on the specific needs of each community, the emphasis may be placed on information or on youth work activities. Professional workers or specially trained volunteers work in these premises which act as meeting and leisure places for young people and offer a wide range of activities (sport, culture, leisure, exchanges of young people and international cooperation, training programmes for amateurs and information services).

In Luxembourg there are some ten centres of this type which have established a network in order to coordinate their work and to ensure an exchange of experience. 50% of funds are allocated in principle by local authorities and 50% by the **National Youth Service**.

(ii) ***Youth Centres*** satisfy a specific set of criteria and receive grants from the National Youth Service on the basis of a contractual system;

(iii) Other ***Centres*** may, without meeting these criteria, request financial assistance for the implementation of certain programmes.

The National Youth Service manages a number of ***residential centres*** and also cooperates with other organisations in the management of residential centres and the financing of programmes.

Although the Residential Centres organise a range of activities and educational programmes depending on their particular profile - training centres for youth workers and managers of youth organisations, ecology centre, centre for young people's international exchanges, etc., they act at the same time as meeting places for organisations or associations of young people

and as holiday centres.

The National Youth Service is also responsible for extending and improving the network of the various centres and supporting organisations or associations of young people and local authorities working for young people. In recent years, the appropriations supporting these endeavours have been substantially increased and are accompanied by a policy intended to promote a spirit of cooperation between these organisations and the institutions involved in the youth field and to promote the grouping of proposed services in a single area, which is easy to find, where young people can be offered a wide range of activities.

NETHERLANDS (NL)

Youth policies in the Netherlands have undergone a number of important changes in the last five years which, to be correctly appreciated, must be seen against a wider historical context.

A. Foundations and objectives of youth policies

For the Dutch government and for Dutch society in general, adopting a youth policy means establishing the conditions which allow young people to develop and become adults. This is done within the framework of the main areas of general policy, such as education and training, employment, accommodation for young people, health and social policy, and culture. It is a process of ***participation*** and ***integration*** in society, during which young people acquire the knowledge, skills and resources to forge responsible personalities and adapt to social rules.

According to this conception, most responsibility for the social integration of young people lies in their immediate social environment, while State responsibility and the responsibility of public authorities is limited to establishing conditions intended to facilitate this progress. The authority responsible for this ***general youth policy*** is the Ministry of Quality of Life, Public Health and Culture which coordinates government action and supervises its application. In parallel, public organisations are entitled to take initiatives in the youth field only if the social environment is not fulfilling its duties and is unable to play the role it should.

This general policy is combined with a ***special policy*** in the youth field aimed in particular at groups of young people who, because of problems common to contemporary European societies (changing family relationships, demographic change, premature departure from school, accommodation problems, long-term unemployment, new emigrants, degraded urban or rural areas) run the risk of being marginalised or excluded. The objectives of this policy are, on the one hand, to ***prevent*** risks of marginalisation and, on the other hand, to ***re-integrate*** young people who are already faced with serious problems (drug addiction, delinquency, long-term unemployment, homelessness, etc.) into the social fabric.

B. Stages of development of youth policies

During the postwar period, the ***implementation*** of youth policies was almost exclusively the responsibility of independent non-governmental organisations representing the main religious, social and ideological trends in Dutch society. For 30 or so years (1950-1980), the services offered and their corresponding facilities proliferated at an impressive rate while traditional social organisations were changed into highly professional and often extremely specialised institutions. The operation and development of the system has been largely financed by government youth services, through a complex of grants intended to support private initiative. At the same time, institutions responsible for training managers and professionals in the socio-cultural sector and the youth sector have also been developed.

However, during the 1980s, this model of organisation of the social services for youth began to suffer from serious operating problems.

* Development, professionalisation and specialisation have led to a fragmentation of organisations which has made it difficult, and may be almost impossible, to manage the system as a whole.

* Professionalisation has limited the role of users and volunteers in the formulation and implementation of programmes. Moreover, while these services and facilities should in theory be aimed at a large number of young people, they work in practice only with a regular clientele.

* Each of the specialised organisations could have carried out a detailed analysis of the specific problems of the social groups forming their potential members, but they generally lacked any general analysis of the economic, social and cultural conditions of the area in which they worked.

* Not only has it not been possible to establish a tradition of cooperation between organisations, but these organisations often act as rivals within the framework of the same "social services market".

* Lastly, increasing costs combined with cutback policies, which have reduced expenditure in the social services sector, have made it impossible to finance the system.

These problems, and in particular the ***impossibility of managing and financing the system***, have led to a number of important changes forming part of the recent legislation on social services for young people (see Anke Vedder, *Youth policy and youth at risk in the Netherlands*, September 1992, P.H. Kwakkelstein, *Restyling Youth policies in the Netherlands*, September 1992, J.L. Hazekamp "Youth participation and integrated youth policy at local level" in *How to organize prevention*, Walter de Gruyter, 1992, pp. 267-277).

In an attempt to ***decentralise*** powers and resources and to establish services which are as close as possible to young people, three levels of responsibility have been formulated and powers have therefore been redistributed.

At **national level**, the Ministry for the Quality of Life is the responsible authority in cases where strategic choices are to be made and the legislative framework to be defined. It is also responsible for international cooperation, planning, financing of infrastructure of a national type and the evaluation of youth policies. In parallel, it finances local and regional youth services and is responsible for the various experimental and research programmes.

At **regional level**, the regional authorities have since 1 January 1992 been responsible for the planning and financing of provincial services, the implementation of cooperation agreements at provincial level and the selection of associations to take part in the conduct of programmes.

The most interesting advance lies, however, in the development of youth policies at **local level**. A wide-ranging programme of research into ***integrated local youth policies*** (1988-1992), jointly financed by the Ministry of the Quality of Life and the Union of Municipalities and Communes, has led to serious discussion of the issue. The aim of the programme is to

establish organisations and youth policies based on a model which is in direct contact with social and cultural reality, which takes account of the specific needs of young people at local level, which provides for cooperation between the relevant services and organisations involved in the implementation of this policy and which encourages young people to take part.

The findings of this study were published recently and were one of the main topics discussed at the meeting of the Union of Municipalities and Communes (April 1993). The extremely positive experiences gained from the experimental application of this programme in a number of Dutch towns should act as a model for the reorganisation of youth policies at local level.

C. Regional youth policies

In order to cope more efficiently with specific local needs, each province has been divided into a certain number of regions (40 throughout the Netherlands), with their own youth services. These services are administered by the **Provincial Council** and generally cooperate with private bodies which are responsible for carrying out part of the regional programme. Each region therefore formulates a cooperation agreement which involves all associations active in the youth field. This agreement should provide for the coordination of the activities of the various associations and for exchanges of information and should make it possible to collect data on schemes under way. An **advisory council** made up of independent experts, which will discuss issues affecting young people and, where necessary, propose new activities, is also to be established.

In the case of **Rotterdam**, seven social organisations cooperate with the **Youth Department** of the regional administration. Each of these organisations administers part of the budget channelled into youth activities, coordinates a network of associations and may approve and finance certain programmes.

The main facility within which activities take place is the ***Youth Centre***. In the Netherlands there are 420 Youth Centres which employ qualified personnel, approximately 1000 community centres and clubs or associations of young people, and over 1500 small or large associations which are staffed exclusively by volunteers. The activities on offer are of two kinds:

* ***Socio-cultural*** activities (meeting places, art workshops and training programmes for amateurs, information office, theatre, dance, music, exhibitions and other events);

* ***Specific programmes*** (programmes for the emancipation of girls and their integration into the labour market, sex education, programmes for young emigrants, etc.).

Although those in charge of these centres say that they are satisfied with the number of young people attending the centres, a recent study has shown that only 14% of young people aged between 12 and 21 attend the centre occasionally and that 8 out of 10 young people say that they have never been to a centre. On the basis of these data, the recent legislation states that each region must possess the infrastructure needed for the implementation of youth policies and that the distribution of facilities must be balanced. In practice, this means that some

regions must establish new and modern infrastructure whereas others will have to reduce the number of centres while modernising their facilities, in order to bring themselves into line with the new cultural trends and modes of behaviour adopted by young people.

At the same time a number of programmes are being implemented at regional and local level and include:

* the development and promotion of forms of ***participation*** (various kinds of support for associations of certain special groups of young people - emigrants and minorities, homosexuals, disadvantaged young people, young people from rural regions - and financing of innovative programmes in particular fields);

* the development of efficient ***prevention*** mechanisms taking the form of individual methods of support for those groups of young people who are threatened by marginalisation.

In the field of prevention, the young ***homeless*** have received particular attention in recent years. An experimental programme, implemented since 1991 in **Amsterdam** by a network of five organisations, offers a range of services intended to provide these young people with an opportunity to return to school or work. Its methods will be tested in the other main cities (**Rotterdam, Utrecht, The Hague**, which are run along similar lines to the regions) in order to establish a model which can then be put forward to any municipality facing similar problems.

D. Local youth policies

While, at regional level, endeavours to make youth policies more rational, consistent and efficient are being reflected by the establishment of networks of organisations cooperating with one another, at local level this trend is leading to a radically innovative approach. The main aspect of ***local integrated youth policies***, implemented experimentally in 12 municipalities, lies in the fact that the initiative and responsibility for the formulation of the programme, in the same way as the evaluation of its implementation, is no longer the task of local organisations - which, because of their particular position on the "market" and their specialisation, offer activities and are responsible for managing a proportion of the budget - but of the local authorities. From a practical point of view, this means that the municipal authority benefits from the experience and human potential available at local level in order to:

* pinpoint problems
* define political priorities and objectives
* formulate a programme of measures and specific action
* choose organisations able to carry out this action.

From this point of view, the ***local integrated programme*** is the best resource available to the municipality for redeveloping power relationships in the youth field, offering organisations a precise framework for cooperation and negotiating the terms of their ***participation*** in the

conduct of the programme. At each stage of this process, the participation of organisations - and of young people themselves - is obviously sought and encouraged, but the overall design and implementation, the consistency of youth policy and its evaluation are carried out by local authorities.

The two examples discussed below show that the trend towards the formulation and implementation of local integrated programmes is being widely followed. The **Delft** programme is one of the experimental programmes being implemented in cooperation with the Ministry of the Quality of Life while the **Hilversum** programme is the outcome of an initiative taken by the municipality.

Delft

The integrated programme in Delft is the result of research and discussion between social organisations, young people themselves and the local services. The **Department of Social Services, Education and Culture** of the municipality is responsible for implementing the programme and ensuring that it is correctly conducted.

The programme sets out medium-term objectives for youth policy and details concrete action for 1992 and 1993. ***Information, participation*** and ***prevention*** are the main areas of this programme which covers six fields of action:

* ***environment*** (in order to develop an environmental awareness, cooperation with schools, preparation of information packs and training materials, campaigns, etc.);

* ***employment*** (individual vocational guidance and training programmes, information and increase in the percentage of young people working in municipal services);

* ***accommodation of young people*** (coordination of local organisations, measures making it possible to tackle critical situations and special provision for young people in local public housing policy);

* ***cultural activities and sport*** (research into young people's needs, extension and modernisation of the facilities and activities on offer);

* ***social services*** (wide range of measures, assistance, measures for disadvantaged young people, young foreigners, girls, support for youth associations in order to promote types of participation, cooperation with teaching establishments in order to curb the number of people leaving school early, child care, etc.);

* ***information*** (information centre, magazine, special information packs, and information and discussion in general with young people about all aspects of youth policy).

Hilversum

In Hilversum, the local authorities commissioned a study from the organisation ***Jongeren OpBouwerk*** before formulating the local integrated youth programme. This strategy, which

combines research and discussion with all the organisations involved, as well as with young people themselves, has led to a proposal which is part of a wider perspective of ***renewal of the social fabric*** of this town. In this context, youth policy is defined as a ***set of services, measures and actions for young people which take account of their expectations and needs, which are accessible to all young people and which, in this sense, are not limited to social welfare but also cover other fields***.

As the target group is young people aged between 10 and 25, and in particular the 12 to 21 age group, the programme has seven sectors:

* ***education*** (individual monitoring of students, training of teachers, special actions for those leaving school, for girls and for young foreigners);

* ***employment*** (intensification of school-enterprise links and vocational guidance, special programmes for the young unemployed, minorities and girls, support for enterprise creation ventures);

* ***leisure*** (particular attention paid to "gangs" of young people and the development of cooperation, facilities at district level acting both as meeting places, places where cultural and sports activities can be organised and information offices for young people);

* ***social welfare*** (coordination of the organisations involved, telephone lines intended to provide assistance and advice, training of youth workers, infrastructure at district level);

* ***housing*** (coordination of organisations and consideration of the needs of young people in local public housing policy);

* ***juvenile delinquency*** (cooperation between the organisations involved, supervision and alternative solutions in the case of punishments for minor crimes);

* ***information*** (set of actions in cooperation with all the organisations involved and in particular schools).

E. Prospects

Although there is an evident trend towards the decentralisation and reorganisation of services and in general youth policy, it is not easy to predict the way in which matters will develop in the near future. The division of powers between three levels - national, regional and local - and the structure of the various initiatives is an extremely complex and controversial question. Similarly, although the trend towards decentralisation has the effect of considerably reducing national services and their powers as regards the choice of an overall strategy and the management of issues requiring general measures, it could lead to an impasse in local youth policies which are likely to develop in an unequal and disorganised way. From this point of view, the situation in the Netherlands is not, therefore, very stable.

PORTUGAL (P)

Youth policy in Portugal has the following objectives: to place young people at the top of the process of economic, political, cultural and social modernisation, to improve their living conditions and to provide the foundations needed to develop their personality. The Portuguese government programme for youth therefore relates largely to the formulation and implementation of an ***overall and integrated policy*** able to ensure that sectoral policies are consistent and to provide concrete answers to the problems and expectations of young people.

On the basis of this conception, the government is implementing a set of measures relating to the following sectors and activities:

* ***education and vocational training*** of young people (development and improvement of the quality of the educational system, wider access to higher education, modernisation of vocational training institutions and links with enterprises to facilitate entry into the labour market);

* ***employment*** (recruitment incentives and greater mobility of young people, as well as the development of self-employment);

* ***sport and leisure*** (activities helping young people to become socially integrated and to prevent delinquency);

* support for ***young people's initiatives*** (assistance with enterprise creation, in particular agricultural concerns, support for young scientists and young artists);

* ***accommodation*** for young people (incentives to purchase a main residence, construction of public housing);

* ***prevention and social re-integration*** of specific groups of young people;

* developing ***youth associations*** and encouraging young people to ***take part*** in decision-making (support for associations and extension of the role of the ***Advisory Committee on Youth*** - a consultation and coordination organisation in which representatives of various Ministries and youth organisations take part);

* enhancement of ***infrastructure*** and extension of the network of youth centres, information centres, etc.;

* youth ***tourism*** and international cooperation.

At national level, the **Youth Institute** is the main organisation formulating, implementing and coordinating youth policy and has a decentralised structure with 18 **Regional Centres**.

A. Regional youth policies

As local communities are not yet very developed in Portugal, it is difficult to speak of regional youth policies in the strict sense of the term. The **Regional Youth Centres**, which are the prime movers of a decentralised youth policy, are based on geographical and administrative divisions, are answerable to the Youth Institute and play a similar role at regional level to that played by the Youth Institute at national level. Although, in the formulation of their programme, the particular circumstances of each region and the local power relationships are taken into account, it is not possible to speak of regional bodies, but of decentralised services of the central authorities which apply the latter's policy. The following description relates therefore to only two centres (Lisbon and Setubal), but in fact reflects the work of all these organisations.

Regional Centres offer activities in the following sectors:

1. Information

Each Regional Centre has a **Regional Information Centre** which is attached to the **National Information Centre** (answerable to the Youth Institute) and provides information on education, vocational guidance, employment and vocational training and on youth associations, young people's rights and obligations, leisure and holidays. Young people can also obtain information on other countries. These centres also offer advisory services and, in cooperation with the national centre, draft thematic dossiers and publish bulletins and other information brochures. It is interesting to note that the National Information Centre, which acts as a database for the network as a whole, is connected to the Minitel system.

2. Training

Vocational training programmes and workshops have been established in fields such as computing, photography, drawing, ceramics, silk screen printing, etc. Other training programmes are organised for the managers of youth organisations (**TGA**) and youth workers (**TAJ**).

3. Support for local youth policies

The activities and budgets of Regional Centres are largely intended to support local youth policies and develop youth organisations. In cooperation with municipalities and youth organisations, these centres encourage the establishment of a network of local centres (**Centros de Apoio à Juventude - CAJ**) which act both as information offices and meeting and coordination points for the activities of youth organisations. Municipalities in principle offer premises and Regional Centres are responsible for training and expenditure linked to personnel. There are approximately 125 centres of this type at present.

Regional centres offer youth organisations support of various types: they can offer them the equipment and materials needed to carry out their activities, grant annual subsidies for the programmes of regional sections of official youth organisations and finance specific programmes of youth organisations or associations. Under the **VIA** (organisation manager)

and **JAA** (youth worker) programmes, they train organisation managers and workers.

In some regions, Regional Advisory Youth Councils have been established and bring together administrative services, local authorities and representatives of youth organisations. These organisations do not, however, seem to have gone beyond the initial stage of establishment and do not as yet have actual powers.

B. Local youth policies

At local level, activities in the youth field are largely carried out by voluntary organisations of young people in the following main fields: leisure, sport, environment, international cooperation, information and training. There are some 400 national, regional and local organisations (scout and guide associations, student organisations, unions, political, cultural and ecological associations) which, with some exceptions, take part in the National **Council of Portuguese Youth**. The subsidies granted by the Youth Institute provide a picture of the activities carried out by organisations in 1992 in the following sectors: cultural activities in the broad sense (some 50%), training (some 20%), information (some 10%), study and meetings (some 10%), exchanges (some 5%).

For some years a number of municipalities have been organising programmes for young people and have set up youth services which, in cooperation with youth associations, take initiatives in the areas of training, information, sport and leisure and support all kinds of initiatives taken by young people in these fields. It is undoubtedly not yet possible to speak of an integrated youth policy based on an appropriate legal framework and having the necessary infrastructure, managers and resources. However, the case of the municipality of **Lisbon** is an interesting example. A **Youth Directorate** was set up and has formulated the outlines of a programme relating to various sectors and activities: research, information, support for youth association programmes, municipal initiatives for young people, creation of a centre intended to support youth initiatives, coordination of the services involved in order to formulate an integrated youth policy and cooperation with the central authorities (a cooperation agreement has already been concluded between the municipality of Lisbon and the Regional Centre).

A further step has been taken in this area by several municipalities (**Loures, Barreiro, Alcochete**) which, on the basis of the experiences of Italian and Spanish municipalities, are attempting to implement integrated youth programmes forming part of a wider development policy. Consequently, in the socio-cultural field, specialist youth services have been set up and promote specific and concerted schemes in the following sectors:

* ***professional and social integration*** (analysis of regional and local training needs and formulation of corresponding programmes);

* ***arts and culture*** (education, book policy, music, sport, plastic arts, cultural heritage);

* ***information*** (bulletins and brochures, radio, small bus operating as a mobile information unit, etc.);

* ***support for young people's initiatives*** (support, technical equipment, resources);

* development of youth organisations and ***participation***.

These experiments, although still at the formulation stage, seem to foreshadow the development of local youth policies. If these predictions are confirmed and the initiatives of municipalities are accompanied by concrete programmes of action formulated by youth organisations, this will entail a wider and more balanced development of youth policies, which are currently implemented by the central and regional authorities.

UNITED KINGDOM (UK)[6]

In the United Kingdom, the **Youth Service** is part of the education system in the broad sense and offers young people training programmes from the personal and social point of view. Young people can therefore take part in activities and discover new centres of interest as part of a wider process of development which enables them both to know themselves better and to gain a better understanding of the social situation in which they live.

These services have a long tradition. They date back to the 19th century, when a large number of youth clubs were established as a reaction to the wretched social conditions caused by the first industrial revolution. They started to take their current form after 1944, when local authorities were made responsible for establishing training programmes, promoting activities in the social, sport and leisure areas and cooperating in this field with voluntary youth organisations and other private organisations. During the 1980s, the work of youth services took on a new dimension when these services tried to get as many young people as possible to take part in decision-making and to ensure equal opportunities for all, irrespective of racial or sexual considerations, and when they became closely involved with young handicapped people and young people from rural regions. These new endeavours have made it necessary for them to specify their objectives and their working methods more exactly.

A. Local youth services

Local youth services are run by the municipalities of London, the shire counties and the large cities. The actual administrative forms taken by these services vary. In several cases, they are independent youth services forming part of the educational sector. In other cases, activities are part of the wider educational apparatus of the community. In some cases, although this is rarer, youth services belong to the leisure field.

Local youth services are structured in different ways depending on the nature of local authorities, but in most cases they involve a partnership between local authorities and independent organisations. In most cases, this type of cooperation entails the local authorities managing facilities and programmes, while providing organisations with the resources to implement their programmes of action (infrastructure, qualified personnel and resources). This formula may however change in the near future. The general trend is for local authorities to become no more than coordinating organisations supporting local youth services, rather than taking responsibility for and managing these services. A number of local authorities are already moving in this direction and have made voluntary organisations with which they have signed contracts or entered into cooperation responsible for these services.

Some of these organisations or associations, such as the **Scout Association** or the **Girl Guides Association**, have their own administrative structures - which are highly developed - and formulate their policy, distribute their resources and support initiatives taken at regional and local level. There are other less-structured organisations such as **Youth Clubs UK**, the **Young Farmers' Clubs,** the **Methodist Association of Youth Clubs** and the **National**

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6 The information discussed here relates essentially to England and Wales.

Association of Muslim Youth. Some local associations or independent groups of young people often work on the periphery of official youth services and recognised associations.

The ***Youth Club*** or ***Youth Centre*** is the main facility offered by youth services. The Youth Club, run on traditional lines, is a meeting place where young people can spend their free time and which can be used by youth workers to implement activities and educational programmes outside the official education system. Most clubs offer music, refreshments, games, cultural or sports activities, organised youth exchanges, form groups and take responsibility for programmes and initiatives.

The youth services also formulate programmes for groups of young people with specific problems: the homeless, unemployed, drug addicts, handicapped people, emigrants, young girls and young women, etc. These programmes may take place in Youth Clubs or take the form of activities carried out by youth workers in premises frequented by young people. There are also a number of organisations which, in parallel with their more general educational activities, offer specific services (information, advice, support for local youth initiatives).

Urban districts are undoubtedly the main areas in which this type of activity is available, but youth services are also encouraging programmes for young people in rural regions intended to put an end to their isolation and lack of social life.

B. The objectives of local youth policies

The formulation of a youth policy is the task of elected councils whose members in principle include managers of the youth service, youth organisations or associations and young people themselves. Although this policy is formulated independently at local level, many local authorities base their programme of action on the general principles of the Statement of Purpose approved in 1991. The text states that "the objective of youth policy is to correct all forms of inequality and to ensure that all young people have equal opportunities so that they can develop their potential as individuals and members of a group or community, by supporting them as they make the transition to adult age". Youth services must therefore:

* play an ***educational*** role, by offering young people the opportunity to acquire skills, knowledge and the state of mind needed to recognise, claim and take responsibility for their rights and obligations both as individuals and as members of a community;

* promote ***equality of opportunity***, by correcting disparities due to differences of culture, race, sex, language, sexual orientation, religion and social background;

* encourage ***participation***, i.e. establish structures allowing young people to take part in making decisions which have a direct impact on their life and environment;

* develop ***autonomy*** and the sense of ***responsibility***, i.e. help young people better to understand questions of a personal, social or political nature which have a direct impact on their life and on the life of the community to which they belong and develop their ability to take initiatives to tackle these issues.

Local authorities are responsible for implementing youth policies in cooperation with voluntary organisations and for establishing or promoting the establishment of:

- ***educational programmes*** aimed at personal and intellectual development as well as the social and political education of young people;
- ***premises*** and types of ***contact*** through which young people can entertain themselves, develop their independence and learn to cope with the problems facing them;
- ***information*** and ***advisory*** services;
- ***studies*** and ***publications*** on trends in society and the legislation which affects the life of young people.

They must also improve the potential of other services to take account of the specific needs of young people and to formulate programmes meeting these needs.

C. Local youth policies

The impact on young people of the economic and social problems of the 1980s (industrial restructuring, technological change, under-employment and unemployment of young people, emigration, etc.) have led to a redefinition of the structure and policy of local youth services which, in many cases, has led to the formulation of integrated programmes and an extension of their field of action.

Despite some differences due to ideological and political thinking chiefly at local level or to specific conditions and concrete problems in each region, the programmes formulated by local youth services have a certain number of aspects in common:

* They are based in principle on prior study and take the form of a Statement of Purpose which lays down the main objectives of policy for young people for future years, specifies sectors of action and defines concrete schemes.

* They are aimed at young people aged from 11 to 25 and in particular the 13 to 19 age- group.

* The stress is placed on action intended to reduce social disparities. This dimension is present in all fields of action and takes the form of specific programmes - often in cooperation with other areas of the local administration - concerning:

  - the ***training*** and ***integration*** of young unemployed people into the labour market;
  - support for ***young people's initiatives***;
  - the improvement of ***infrastructure*** - sports facilities, youth clubs, libraries, cultural centres, etc.;
  - the development of ***cultural and sports*** activities;
  - the formulation of programmes intended for ***disadvantaged*** young people, girls and young women, young black people;

- the establishment of a ***housing*** policy for young people;
- the ***training*** of youth workers.

* They encourage young people to ***take part*** in the formulation and implementation of programmes.

* They develop ***information*** services, their objective being to provide all young people with access to useful information and ways of using this information.

* They propose ***concrete measures*** intended to support youth services and coordinate the action of all sectors whose activities are likely to have an impact on the daily life of young people.

D. Prospects

Most local youth services are currently going through an experimental stage intended to shape the future organisation of services and the working methods that they use. The profile of these services is not entirely clear. A large number of local authorities are studying the alternatives available and have launched discussions, while others are still undergoing restructuring. However, some trends seem to be clearly emerging:

* The idea that local authorities should be become facilities which do not themselves provide youth services, but which lay the foundations needed for the development of these services, seems to be gaining ground.

* There is a clear trend towards the decentralisation of powers and resources.

* This trend is leading at the same time to the combination of youth services into organised units provided with a single budget, so that the managers of this service have the maximum margin of manoeuvre.

* From this point of view, support for voluntary associations and partnerships between the public sector and the private sector is tending to become a procedure of negotiation and conclusion of annual contracts under which various associations and other private organisations take responsibility for the provision of services in the youth field.

Although factors such as expenditure cutbacks, the restructuring of local educational services or local authorities, the new problems and new needs which are arising, point to the need for restructuring, it is difficult to know whether the trends that are emerging are genuinely in keeping with the nature and objectives of youth services. It could undoubtedly be said that the nature of youth services and the direction of policy for and with young people are difficult to reconcile with an approach which tends to transform youth associations into private professional organisations subject to market conditions. At the same time, it is difficult for the public authorities to take initiatives intended to correct the negative impact of this youth service market. Discussion of this issue is far from complete.

An overview

The comparative description of the youth policies formulated and implemented by the regional and local authorities of the various Member States shows that a number of parameters (demographic change, the current situation and in particular the problems of young people, the historic forms taken by the organisation of society and the State and corresponding cultural traditions), leads to conceptions, practices and institutions which, at first glance, differ substantially from one Member State to another.

Analysis of the role and respective powers of the public authorities and youth organisations led, in a prior chapter, to a proposal to classify youth services and policies in the Member States in two main groups. Bearing in mind that any classification obviously reduces the variety and range of a particular situation to a limited set of essential aspects, it can be said that regional and local policies implemented in the Member States can also be reduced to the same "elementary variables". In this context, it is possible to identify two groups of Member States which also differ in terms of their geographical position:

* In the North of Europe, responsibility for the development of regional and local youth policies is in principle the task of all citizens and in particular non-governmental youth organisations. The role of the public authorities is to support these organisations in a variety of ways and to provide them with financial assistance in order to enable them to carry out their role. Intervention by the public authorities is admissible only when social organisations are no longer able to carry out their tasks correctly, in which case this intervention may take substantial dimensions.

* In the South of Europe, this responsibility falls on the public authorities, which are not only entitled to take initiatives, to establish services and to create infrastructure intended to integrate young people into society, but are also called upon to promote the development of youth associations and to restructure the social fabric of local communities.

Obviously, the outlines of this schematic, not to say simplistic, picture become blurred when a case-by-case analysis is carried out. Taking the example of Italy and the initiatives taken by its public authorities at local level, it would be tempting to conclude that this is a typical example of a southern country. This shows that the situation is much more complex, as the role of the public authorities goes together with a developed network of youth organisations and with the complete absence of a central national authority responsible for coordinating youth policy. Similarly, recent developments in a typical Northern country such as the Netherlands show that this distinction is increasingly less valid and that ground has been gained by trends which make it compulsory for the regional and local public authorities to take on serious responsibilities in the youth field.

Detailed analysis of the objectives and working methods used in practice also lead to a similar conclusion. In the North, youth policy has traditionally been seen as a socio-cultural or socio-educational policy (in practice both dimensions are present and are difficult to separate). In the South, there is an evident and genuine political will to formulate and implement an integrated and consistent policy able to go beyond sectoral or one-off approaches to youth problems.

These conceptions are obviously not unconnected with the types of authorities involved, which adopt the youth policies and methods of action that they are in a position to implement. For instance, social organisations and youth associations, financed in terms of the programmes that they formulate more or less autonomously, find it easier to intervene in the field of education, in the broad sense of the term, in a democratic and pluralist spirit and are less likely to implement an overall and consistent programme of action intended to cover all aspects of young people's lives and situations. In contrast, a public authority often has a larger margin of manoeuvre in view of the coordination of all sectors of the administration which have a direct or indirect impact on young people. It also has the possibility of bringing together substantial resources. Its intervention in the field of young people's education, however, often comes up against distrust - possibly founded - by civil society.

However, this distinction has become less rigid and reliable. The converging trends which can be seen at grass roots level tend to show it as a prejudice and to take away its value as an instrument making it possible to identify the essential aspects of youth policies implemented in the various Member States. This situation is due to a number of factors which took place towards the end of the 1980s and which seems to be shaping the 1990s. This obviously does not mean that the problems listed below are taking place with the same intensity and combining in the same way in all Member States. It is to be noted, however, that they are always at the root of the changes which are taking place concerning both the structure of youth services and the policies formulated and implemented by these services.

(i) The first of these factors is ***youth unemployment*** which, in recent years, has reached worrying proportions. Bearing in mind that the unemployment level among young people[7] is between 10 and 30% and that this is not a short-term problem which will fade away once there is an upturn in growth rates taking us out of the current economic recession, unemployment is a genuine social problem whose impact on the daily life of young people is serious. This is particularly true because the economic dimension of the problem is combined with serious social and psychological aspects. In a society in which individuals are largely defined by their occupational situation, unemployment does not just make it impossible for young people to have a career, but at the same time prevents them from forging their identity and independent personality.

(ii) The issue of employment also has an impact, whether direct or indirect, on the problems of ***education*** and ***training***. The fact that a sizeable percentage of unemployed people is made up of young people with no qualifications who have left the educational system too early; that young people from disadvantaged social backgrounds leave school more readily and earlier either because social inequalities become obstacles which are cumulative and lead them to drop out from school or because education and the acquisition of skills do not necessarily lead to jobs, explains why the motivation to pursue one's education or training is often not sufficiently strong. This situation leads to a vicious circle which forces an increasingly sizeable percentage of young people into marginalisation or even delinquent attitudes.

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7 In 1992, throughout the Community, over 18% (on average) of young people aged under 25 were not in paid employment. Young people aged under 25 account for 35% of job seekers.

(iii) There is an increased need in the labour market - linked to demographic changes - to ***increase the human resources available*** and substantially to improve the general level of technological education. It is therefore necessary to promote and intensify the integration of girls and young women into the labour market and to provide them with the technical qualifications that they need. For social reasons in particular, parallel emphasis is being placed on the social integration of young handicapped people.

(iv) Groups of ***young people at risk*** are proliferating - emigrants, young coloured people, young people from rural areas or industrial zones undergoing the impact of de-industrialisation, young homeless people or drug addicts - requiring a policy which takes account of their respective problems and needs.

(v) Similarly, the public and private authorities which were set up and developed during the postwar period are proving to be less and less capable of implementing youth policies in keeping with these new social problems. Parameters such as strict budget policy, cutbacks on expenditure and young people's increasing distrust of the efficiency of collective action, are impeding the management of these two models and accelerating their change.

It is obvious that these social problems make it necessary for young people to be more mobile and more flexible in their plans, forcing them to accept the idea of alternating periods of training and periods of occupational activity and even - for a non-negligible proportion of young people at least - to go through periods of unemployment while looking for new types of employment likely to protect them from marginalisation. These same problems undoubtedly make it absolutely necessary to establish authorities which are able to support their choices, i.e. authorities which are in contact with young people and which provide for their participation, so that concrete solutions can be formulated. The organisations which are particularly able to take on this role are precisely youth services - and in particular regional and local youth services - which are in the front line and can launch a wide range of actions for a number of reasons which are also the main principles on which local and regional youth policies are based:

* It is now a commonplace to say that policies aimed at the social integration of young people through the main fields of education, training, employment and social policy, lack efficiency when they are not accompanied by a general programme of ***social and cultural education*** for which youth services (in the broad sense of the term) normally take responsibility. This ***complementary*** role of youth policies - which can be seen and which concerns all young people - is becoming increasingly important as the educational system and families are less able to take on this task.

* The need to go beyond relatively compartmentalised sectoral policies is being increasingly felt. There is therefore a movement towards an ***overall management of human resources*** and towards the formulation of an integrated programme of schemes which takes account of all aspects of the present situation of young people. It is naturally at the regional and local level that this trend is the most evident, since the formulation and implementation of an integrated policy is both easier and more efficient at this level. Consequently, although the results obtained are not always in

keeping with the objectives laid down in advance, this approach is continuing to gain ground and is determining the future prospects shaping the changes which have been discussed in most Member States (for instance the Netherlands, Spain, Portugal, Italy, United Kingdom, and Flemish Community of Belgium).

* The ***local and regional level*** is, in the first instance, the area in which these policies can become more consistent and more efficient and can acquire a lasting nature and a clear perspective, while retaining the flexibility needed to adapt to changing conditions and maintaining open dialogue with young people. It is within this geographical and administrative framework, which often corresponds to historic, economic, cultural and in some cases linguistic features, that youth policies may be grafted onto a general plan to restructure the social fabric and be part of an overall programme of local and regional development. It goes without saying that the extent of youth policies, like their ability to produce spin-off effects, cannot be fully developed if they do not move in this direction.

* The development of regional and local youth policies also requires the establishment of a ***national authority*** able to transfer the resources needed and to coordinate the different sectors of the central authority and which, moreover, formulates the general framework in which these policies are to be applied.

For these reasons there is an objective convergence between these two models which, without suppressing them, is tending to go beyond their particular features, making it possible to pinpoint a common denominator in the organisation of structures and formulation of objectives.

Consequently, organisations responsible for formulating and implementing youth policy are moving towards:

(i) the promotion of a policy of ***decentralisation*** of resources and powers leading to an upgrading of the role of the local and regional authorities in the formulation, coordination and implementation of youth policies, which is thus becoming crucial;

(ii) the formulation and implementation of a ***consistent and overall youth policy*** in fields such as training, employment, social policy, the implementation of programmes intended for special groups of young people;

(iii) an ***extension of the concept and scope of application*** of youth policies which is accompanied, in most Member States, by the creation of intersectoral institutions responsible for formulating integrated programmes and coordinating those schemes under way.

There is also a common desire to promote and support the following objectives:

a. to provide young people with the opportunity to play an active role in society and its institutions by offering them information, guidance and support services;

b. to encourage the sense of responsibility, the spirit of enterprise and the creativity of young people in all fields of their life;

c. to provide young people with an opportunity to express their points of view on the organisation of society and to develop structures which enable them to take part in decision-making processes;

d. to encourage and support young people's mobility, allow them to meet young people from other Member States and third countries and to understand the value and particular features of different cultural practices and traditions;

e. to take concrete initiatives to help young people, and in particular disadvantaged young people, to become integrated in society, to break down social inequalities and remove the risks of marginalisation run by large groups of young people.

The direction in which these objective convergences are moving, bearing in mind that the development of youth policies is increasingly linked to the development of European cooperation promoting exchanges of experience and the establishment of cooperation networks and ensuring the widest possible dissemination of information on young people, shows three main areas in which all initiatives and all programmes of action implemented both in the various Member States and at EU level are structured: the ***social integration*** of all young people without discrimination, the ***active participation*** of young people in the social, economic and political future and the development of their ***creativity***.

Although the Single Act already stresses the notion of ***mobility***, the prime mover of European cooperation and the basis for EU initiatives, the Treaty on European Union, which completes the Single Act and extends it by the idea of ***European citizenship***, has become the guiding thread for youth policies by giving them a new European dimension.

The actions, on which Member States and regional and local authorities are now placing the emphasis, aim:

* to promote ***information*** for young people, and develop systems which make available and improve the quality of information for young people;

* to intensify and encourage ***cultural activity***, promoting artistic output by young people, promoting their participation in cultural life and multiplying exchanges in this field;

* to encourage young people's ***mobility*** and exchanges;

* to support ***youth initiatives*** in various fields, in particular in training and employment;

* to develop programmes of ***initial and continuing training for youth workers*** and to provide them with a European dimension;

* to develop ***research*** on young people and to make this an aspect inseparable from the processes of formulation, implementation and evaluation of youth policies;

* to promote ***equality of opportunity*** and provide all young people and, in particular, disadvantaged young people, girls and young women, and young handicapped people with the opportunity to take part in all areas of social life;

* to enable young people to understand the ***role*** that they can and must play in the development of their country and in the ***construction of the European Union***.

By way of conclusion, it should therefore be noted that in this context, regional and local youth policies - without dispensing with the wealth and complexity with which they are provided by the historical and cultural features that have shaped them - provide a very extensive field for European cooperation and determine its main outlines, while enabling young people to play an active role in building the Europe of tomorrow.

III. Part Three:

Youth worker training

Youth workers and systems of training in the Member States

This report was also drafted on the basis of the guidelines laid down by the Resolution of the Council and of the Ministers meeting within the Council of 26 June 1991 which introduces four priority actions in the youth field - Action IV (Youth for Europe III, Action B II) addresses cooperation in the training of youth workers, particularly with regard to the European dimension - and calls upon the Commission to provide support for action by the Member States geared to:

* activities (including studies, seminars and study visits) which permit exchanges of experience and information between those responsible for training youth workers in different Member States, and/or make it easier for youth workers to use their qualifications in other Member States;

* setting up and developing transnational links between institutions and bodies involved in the initial and further training of youth workers.

In this broader context, the purpose of this chapter is to present a summary and comparative analysis of the training systems for youth workers which exist in the Member States. Serving as a preliminary working paper for the Commission, public authorities in the Member States and youth workers themselves, this report should help to develop a range of activities leading to the implementation of Action IV.

The terms used to describe the status of youth workers ("animateur", "youth worker", "social worker", "pédagogue social", etc.) often mean different things, even when not accompanied by an adjective which designates a specific qualification, such as "animateur socio-culturel", "animateur socio-éducatif" or "youth and community worker". These various terms reflect the current diversity of training systems and point up the differences in the professional profile and status of youth workers in the Member States. In the context of this report, it seemed appropriate to use the term "youth worker" to describe all persons actively working with young people outside of formal education and professional training. It should also be noted that the terms "youth worker" and "animateur de jeunesse" were adopted in the official documents of the "Youth for Europe Programme" as well as in the aforementioned Council Resolution.

The present chapter is divided into two parts. The first part consists of tables and brief commentaries which present the training systems for youth workers set up by the different Member States[8]. This method of presentation was chosen with a view to meeting the following requirements:

(i) to illustrate the great diversity of training systems in a concise and - wherever possible - a comparative way, so as to give a clearer and more efficient overview of the specific structure of each system;

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8 With regard to the section on Belgium, only the training systems of the French- and Flemish communities are presented in detail. Within the German-speaking community, voluntary youth worker training is carried out by recognized and funded associations. There is also a vocational training branch at secondary school level: the diploma obtained is equivalent to humanities certificate, is obtained after 60 hours of further training over one year, and open to young people aged 18 years upwards with two years of relevant experience.

(ii) to give the reader rapid access to information about each system, in this way making it easier to find potential partners;

(iii) to reduce the richness and complexity of each training system for youth workers to a limited number of relevant and common features.

In this way, each table includes the following characteristics: the types of training (training of voluntary workers, vocational training and university training), the "routes" to obtaining qualifications (i.e. the organisations, associations and institutions providing training), the diplomas awarded, entrance requirements, the duration and content of training courses, and employment and career opportunities.

The country presentations do not include the training of voluntary workers which is carried out by youth associations themselves, despite the very important role these training courses play in several Member States[9]. There were two reasons. First, it was impossible to describe in detail all initiatives undertaken by associations to provide training for their own youth workers. Second, these training activities can be classified on the basis of common elements found in all such schemes. These common elements can be described as follows:

* courses are of short or medium duration (between 6 days and 6 months) and are taken on a part-time basis;

* courses are targeted at young people between approximately 15 and 25 years of age who wish to serve as voluntary youth workers in their own youth association;

* the qualification awarded is a non-recognised certificate which is only valued in the relevant association;

* in principle, this qualification does not give access to employment or advanced vocational training;

* training content is always based on a common-core syllabus: life sciences, psychology and group dynamics, youth work techniques, aspects of social legislation in the country concerned, and the development, management and assessment of youth projects;

* theoretical learning is combined with fieldwork placements which are carried out under the supervision of an experienced or professional youth worker and comprise a large part of the training programme (between 40 and 60% of the total duration).

It should therefore be remembered that in addition to the types of training provision described in the tables for each Member State, there are also a wide range of training initiatives run by youth associations themselves.

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9 For similar reasons, the further training provisions organised by the youth services or by the regional and local services, aimed at youth workers employed by these institutions, are not taken into consideration.

This type of training provision was included in the tables:

* when training programmes organised by youth associations are validated by an official qualification ("brevet", certificate, attestation or diploma), regardless of whether this qualification is recognised and/or grants access to the status of professional youth worker;

* when these initiatives include training programmes of long duration (somewhere between 500 and 1000 hours) set up by several associations. In such cases, the programme constitutes an important type of professional training which has been adapted to the specific conditions of the country concerned.

In the second part of the chapter, this more descriptive approach gives way to a summary analysis - initially based on the different situations and problems encountered by youth workers in the Member States - which aims to depict those aspects held in common and, subsequently, to identify several converging trends which are determining the current situation in the field of youth work. The disparities which characterize the tradition of youth work and the history of the youth association movement in each Member State make it impossible to apply a single approach in establishing trends. In this way, although training systems are going through a transitional phase, the special problems and dissatisfactions - which often weigh heavily on professional youth workers in countries which have a long tradition in the field of youth work - are not found to the same degree in countries where the status of professional youth worker is a more recent phenomenon.

BELGIUM - FLEMISH COMMUNITY

Training of voluntary youth workers				Vocational training	University training
Training organisations/bodies	Associations recognised and supported by the State			Specialised schools approved by the State	University
Diplomas	Recognised "Brevet" (level I)	Separate non-recognised certificate for each association (level II)	Professional development Non-recognised certificate	Recognised diploma	Degree
Entrance requirements * age * qualifications	* over 16 * 9 years of schooling	* "Brevet" (level I)	* Certificate (level II)	* over 18/19 * 11 years of schooling	* 18/19 years old * 11 years of schooling
Duration and content	* 120 hrs: - 60 hrs of theoretical learning - 60 hrs of practical learning	* min. 120 hrs - 60 hrs of theoretical learning - 60 hrs of practical learning	* 240 hrs min. - ±50% theoretical learning - ± 50% practical learning	* 3 years - 1st year theoretical learning - 2nd and 3rd year, combination of studies + 6 month practical learning each year	* 4 years - 1st, 2nd and 3rd year theoretical learning - 4th year practical learning
Career and employment opportunities	* associations * community services	* associations * community services	* associations * community services	* social/community worker * youth services	* social education worker * social/community worker * youth worker

1. The profession is not regulated, but qualifications are more or less mandatory for full-time youth work employment in the public sector or in associations recognised and supported by the State. 2. The training of voluntary youth workers is provided by youth associations recognised by the Flemish Community, which ensures that certain conditions regarding the quality of training provision are respected. The "Brevet" awarded to students completing the initial training course is only recognised under this funding policy at association level and does not grant access to advanced vocational training. 3. Long-term vocational training and in-service training organised by some associations are not recognised.

BELGIUM - FRENCH-SPEAKING COMMUNITY

	Vocational training		University training
Training organisations/ bodies	Youth associations recognised and supported by the State	Advanced vocational training Schools and institutes approved by the State	University
Diplomas	A separate non-recognised certificate for each association	Diploma or recognised certificate	Licence
Entrance requirements * age * qualifications	* over 18 * min. 9 years of schooling, and/or * practical experience	* over 18 * 11 years of schooling	* 20/21 years old * diplôme de candidature (Bac + 2), or * university or other degree recognised by the Faculty
Duration and content	* from 400 to 1000 hrs theoretical learning and practical learning (option of socio-cultural and/or youth work)	* 3 years (approx. 30 hrs per week) - theoretical learning - practical learning (option of socio-cultural and/or youth work)	* 2 years - theoretical learning - practical learning (2nd year ± 60 hrs) (option of socio/community work)
Career and employment opportunities	* youth associations * social services * youth services	* creative workshops * youth services * social services	* social/community work * youth services

1. The profession is not regulated. 2. Certificates awarded by youth associations are not recognised by the Ministry of Education and normally do not grant access to higher education. 3. The Direction Générale de la Culture of the Ministry of the French-speaking Community, which is responsible for the recognition and funding of associations, exercises control over the content and quality of training courses. 4. The French-speaking Community has for several years been debating the question of official recognition of training courses offered by youth associations. The public authority is not adverse to this plan, but a common-core syllabus and a minimum duration would have to be imposed. 5. Several universities offer teaching programmes which in part cover the area of youth work. The programme presented here is a generalisation based on the programme offered at the Free University of Brussels (ULB).

DENMARK

Training of voluntary youth workers		Vocational Training	Special advanced training
Training organisers/ bodies	Folkehøjskoler	National Association Youth Clubs	Social Pædagogisk Seminarium
Diplomas	Not recognised	Professional certificate recognised under collective agreements	Recognised diploma
Entrance requirements * age * qualifications	* no special requirements	* over 19/20 * prior work experience	* 16/17 years old * 10 years of schooling * practical experience
Duration and content	* up to 6 months - theoretical learning - practical learning	* 2 years combined training and work - studies (2 days per week) - mandatory work in a youth club (3 days per week)	* 3 years full-time - theoretical learning - fieldwork placements in community services - 1st year: 2 periods of 7 weeks each - 2nd and 3rd year: 13 weeks per year
Career and employment opportunities	* youth association movement * holiday camps * youth centres	* youth clubs * social services and guidance centres	* community services * social work and guidance * out-of-school pedagogical guidance

1. The profession is not regulated. 2. In Denmark and especially in the field of continuing training, officially gained and recognised qualifications are not always required to exercise a profession. 3. The "Folkehøjskoler" are special schools for continuing training which receive 85% of their running costs from the Ministry of Culture. 4. Vocational training courses provided by the National Association of Youth Clubs are financially supported in part by the Ministry of Social Affairs. 5. The study component can be condensed into intensive courses taken during the summer holidays. 6. The Ministry of Education, in cooperation with state or private institutions funded 100% by the State, is responsible for running the Social Pædagogisk Seminarium. Although the entrance requirements are as mentioned above, in reality most students who take these courses are at least 18 years old and have 12 years of schooling. 7. There are three types of qualification which correspond to three different age groups. The opportunities for employment on the job market and the tasks to be accomplished correspond to these different types of qualification.

FEDERAL REPUBLIC OF GERMANY

Vocational training (combined training and work)			Vocational training (full-time)	University training	
Training organisers/ bodies	Berufsakademie (Higher-level vocational school)	Berufsakademie (Higher-level vocational school)	Fachschule für Sozialpädagogik (Vocational secondary school for Social Pedagogy)	Fachhochschule für Sozialarbeit / Sozialpädagogik (Technical college for Social Work / Social Pedagogy)	University
Diplomas	School diploma (Social Pedagogy)	School diploma (Social Pedagogy) "Letter of recognition" from the Land	School diploma "Letter of recognition" from the Land	School diploma "Letter of recognition" from the Land	University diploma in Social Pedagogy
Entrance requirements * age * qualifications	* 18 years old * 11 years of schooling	* 18 years old * 11 years of schooling	* 16 years old * 9 years of schooling	* 18/19 years old * 11 years of schooling	* 18/19 years old * 11 years of schooling
Duration and content	* 2 years: combined study and work (a probationary third year leads to a diploma recognised by the Land)	* 3 years: combined study and work (youth worker option)	* 2 years of study: 1 year of practical learning	* 3 years of studies: 1 year of practical learning (youth worker option)	* 4 years of study: 10 to 30% of practical learning (youth worker option)
Career and employment opportunities	* qualified youth or child care worker	* social worker/ youth & community worker	* qualified youth or child care worker	* social worker * youth and community worker	* continuing education * youth and community worker * youth worker

1. The profession is not regulated but qualifications are more or less mandatory for full-time paid youth workers if they want to work in the public sector or in voluntary agencies which are grant aided by the public sector. 2. Given that education and higher education is the responsibility of the Länder, it is impossible to give a comprehensive picture of the training for youth work. The information presented here is therefore more a generalisation based on two Länder and largely taken from the paper given by Prof. F.W. Seibel at the seminar on professional youth work training held in Maynooth, Ireland, 15-16 June 1990. There are also several university "routes" to gaining youth work qualifications, as well as the possibility of obtaining a doctorate.

GREECE

Vocational training		Youth work training courses	
Training organisers/bodies	Technical training facilities at the tertiary level (TEI)	General Secretariat for Youth	
Diplomas	Recognised diploma	Non-recognised certificate	Non-recognised certificate
Entrance requirements * age * qualifications	* 18/19 years old * 12 years of schooling * examinations	* under 25 * university degree or * diploma in technical tertiary education (TEI) * examinations	* over 25 * university degree * examinations
Duration and content	* 3/4 years (7 semesters) - theoretical learning - practical learning ± 20% (option of social/community work)	* 200 hrs - 150 hrs of theoretical learning - 50 hrs ofpractical learning	* 300 hrs - 220 hrs of theoretical learning - 80 hrs of practical learning
Career and employment opportunities	* public sector social services and guidance centres * youth services * special schools	* youth services * youth worker	* trainer * youth worker * youth services

1. The profession is not regulated. The status of youth worker is a very recent development and a descriptive term has yet to be found which is acceptable to all concerned. 2. University-level professional and vocational training programmes are primarily oriented towards social services and guidance centres as well as the special education sector. Holders of the TEI, who are sometimes employed in the field of social/community and youth work, have not received any special training. 3. In cooperation with the Centre for Expression and Creativity, an association specialised in this area, the General Secretariat for Youth has organised seminars and training events over the past one and a half years. 4. The certificates awarded by the Secretariat and the Centre are not recognised.

SPAIN

Training of voluntary youth workers			Vocational training		University training
Training organisers/bodies	Training Schools for Leisure Time and Youth Work (regional)	Training Schools for Leisure Time and Youth Work (regional)	Training Schools for Leisure Time and Youth Work	Vocational training centres	University
Diplomas	Non-recognised certificate for monitors (level I)	Non-recognised director-coordinator certificate (level II)	Non-recognised youth worker certificate (level III)	TASOC (Technician in social/community work) recognised national qualification	Specialisation in the field of social/community work
Entrance requirements * age * qualifications	* 16-18 years old + in some regions: - 9 years of schooling - work experience	* 18-21 years old * monitor certificate, or * 25 years old * work experience	* over 21 * Certificate (level II) or * previous training * work experience	* over 18 * university preparatory course, or * professional certificate (2nd level), or * "Bac expérimental" * special examination	University graduate
Duration and content	* from 100 hrs min. to 300 hrs: - theoretical learning - practical learning	* from 150 hrs min. to 600 hrs: - theoretical learning - practical learning	* from 450 to 1200 hrs: - theoretical learning ± 65% - practical learning ± 35%	* 1100 hrs min.: - 850 hrs of theoretical learning at training centres - 250 hrs of practical learning at work centres	* approx. 250 hrs
Career and employment opportunities	* holiday camps * leisure centres * local services	* holiday camps * youth centres * local services	* youth/community worker * youth worker * local services	* all-round youth and community worker * higher education	youth and community worker

1. The profession is not regulated. 2. The Autonomous Regions are responsible for setting up Training Schools for Leisure Time and Youth Work and have established rules and regulations for them. A number of public and private schools function in this way. The qualifications awarded are only recognised by the regional authority. The study programmes and professional profiles vary considerably, but there is also a trend towards mutual recognition of qualifications and a harmonisation of training provision. These schools, which often depend on funding from the regional authorities, are oriented more towards the training of youth workers. 3. TASOC is a modular course which has been introduced as a pilot project by the Ministry of Education and Science at a growing number of Vocational Training Centres. 4. Since September 1992 the University of Madrid has also been running a degree course in youth work.

FRANCE

Training of voluntary youth workers				Vocational training		University training
Training organisers/bodies	Associations and organisations approved by the State					University
Diplomas	BAFA	BAFD	BASE	BEATEP	DEFA	DUT
Entrance requirements * age * qualifications	* over 17	* over 21 * BAFA or * over 25 * 2 years work experience	* over 18 * 2 years work experience * observation of the applicant at work	* over 18 * BEP (social), or BASE, or BEES, or similar diploma and * examination	* BASE, or 3 years of professional activity * examination	* BAC
Duration and content	* GT: 8 days * PL: 14 days * Q: 6-8 days min.	* GT: 9 days min. * PL_1: 14 days * Q: 6 days * PL_2: "director"		* 3 GT: 440 hrs min. * PL: 2 months full-time or 4 months part-time	3 (full-time) to 6 years (part-time) General training * 5 UT of 160 hrs min. each * PL: 4 (full-time) or 8 (part-time) months Youth work experience * Fieldwork placement: 12 months * 2 UT: 200 hrs min. * Thesis / defence	* 2 years
Career and employment opportunities	* temporary employment in holiday camps or leisure centres	* temporary employment in holiday camps or leisure centres	* recognition of voluntary or professional youth work	* youth worker, specialised youth worker * deputy director * director of a sector	* coordinator * technician * trainer * deputy director	* all-round youth worker * equivalence of DEFA general training

1. The profession is not regulated. 2. Training is provided by approved associations and organisations and diplomas are awarded by the Ministry of Youth and Sport. 3. BAFA (Brevet d' aptitude aux fonctions d'animateur), BAFD (Brevet d'aptitude aux fonctions de directeur), BASE (Brevet d'animateur socio-éducatif), BEATEP (Brevet d'Etat d'animateur technicien de l'éducation populaire et de la jeunesse), DEFA (Diplôme d'Etat aux fonctions d'animateur), DUT (Diplôme universitaire de technologie), GT (general training), PL (practical learning) Q (qualification), UT (unit of training). 4. Several university-based training schemes, including the DUT programme, comprise specialised training in the field of youth work

IRELAND

University training		
Training organisers/bodies	University	
Diplomas	Recognised university diploma	Recognised university diploma
Entrance requirements * age * qualifications	* under 24 and a diploma giving access to higher education, or * over 24 and extensive experience of community and youth work	* university degree * experience of community or youth work
Duration and content	* 2 years: - theoretical learning - practical learning 40%	* 1 year: - theoretical learning - practical learning 40%
Career and employment opportunities	* youth services * local services	* youth services * local services

1. The profession is not regulated. 2. The training of voluntary youth workers is provided by the youth associations themselves and are therefore not taken into consideration here. At the moment, only the National University of Ireland (St. Patrick's College, Maynooth) organises these courses. 3. The diploma awarded after the two-year course is recognised in the United Kingdom by the British Council for Education and Training in Youth and Community Work (CETYCW). It is expected that the same recognition will be extended to the one-year specialisation course. 4. Both courses provide an integrated programme of education and training in youth work and community work, since the links between these two fields have developed strongly in recent years.

ITALY

Vocational training			University training
Training organisers/bodies	Associations	Regional schools	University
Diplomas	Non-recognised certificate of professional aptitude	"Educatore Professionale" diploma recognised by the region	"Educatore professionale" or "Educatore di Comunità" diplomas recognised by the State
Entrance requirements * age * qualifications	* over 18/19 * 12 years of schooling * interview	* over 18/19 * 12 years of schooling	* 18/19 years * schooling
Duration and content	* 2 years: * from 1100 to 1400 hrs - theoretical learning ± 65% - practical learning ± 35%	* 3 years: * approx. 2600 hrs - theoretical learning ± 60% - practical learning ± 40%	* 3 years: * from 1600 to 2300 hrs - theoretical learning ± 70% - practical learning ± 30%
Career and employment opportunities	* youth centres * cultural centres	* regional and local services * cultural centres * youth centres * social worker	* social services and guidance centres * youth services

1. The profession is not regulated. The lack of any central coordination explains the current diversity of training provision in Italy. 2. The certificate of professional aptitude awarded by associations which have set up long study courses is not recognised and does not give access to higher education. 3. The professional profiles and study programmes offered by the regional schools vary considerably; however, these schools are more oriented towards social services and guidance work. 4. The courses offered by the regional schools are often run in association with universities in the region. 5. There is a trend towards mutual recognition of qualifications awarded by the regional schools, but positive results have yet to be achieved. 6. At least two universities (one public and private university) offer professional training programmes in social/training work and social/community work.

LUXEMBOURG

Training of voluntary youth workers			
Training organisers/bodies	National Department of Youth		
Diplomas	Youth worker assistant certificate (1st cycle)	Youth worker certificate (2nd cycle)	Attendance certificate (3rd cycle)
Entrance requirements * age * qualifications	* 16/17 years old	* 17/18 years old * Brevet (1st cycle)	* over 18 * Brevets (1st and 2nd cycle), or * recognised equivalent training
Duration and content	* 3 weekends min. (animation techniques) * one week of theory (psycho-pedagogy) * fieldwork placement (at least 8 days)	* 3 weekends min. (animation techniques) * one week of theory (psycho-pedagogy) * fieldwork placement (organisation of a weekend activity)	* leadership techniques * theoretical learning * fieldwork placements (professional development and specialisation)
Career and employment opportunities	* holiday camps	* holiday camps	* holiday camps * youth centres

1. The profession is not regulated. 2. The brevets and certificates are only recognised by the National Youth Service. 3. The same brevets may be awarded to persons who follow a training course organised by the youth associations and are recognised as being equivalent. 4. Cycles 1 and 2 provide basic training and cycle 3 is for further specialised training.

THE NETHERLANDS

Vocational training				University training	
Training organisers/ bodies	Intermediate Vocational Training (MBO cultural and social work)	Intermediate Vocational Training (MBO social services)	Advanced Social Welfare Training (HBO social and cultural education, transmural and pedagogical aid)	Further training courses University / Institutes (medium duration)	Further training courses University / Institutes (long duration)
Diplomas	Recognised professional diploma	Recognised professional diploma	Recognised professional diploma	Recognised certificates	Recognised certificates
Entrance requirements * age * qualifications	* over 18 * 10 years of schooling (MAVO) * examinations	* over 18 * 10 years of schooling (MAVO) * examinations	* 18 years old * 12 years of schooling (HAVO, VWO, MBO)	* over 21 * HBO	* over 21 * HBO
Duration and content	* 3 years: - theoretical learning (1st and 3rd year) - practical learning (2nd year) (youth worker option)	* 3 years: combined learning and working (students must work at least 20 hrs a week in an institution)	* 3 years: - theoretical learning (1st and 2nd year) - practical learning (3rd year) (part-time course for those over 23 who already work in the profession 16 hrs or more a week) (youth worker option)	* several months: specialised courses	* 2 years: further training
Career and employment opportunities	* advanced vocational training * social services and youth services	* advanced vocational training * social services	* social services * youth services * youth worker	* usually aimed at employees of an institution	* management-level training

1. The profession is not regulated but qualifications are more or less mandatory for full-time paid employment in the public sector. 2. The Ministry of Education is responsible for the training and most of its funding. Students at HBO level and those participating in further training must pay tuition fees. 3. MAVO (lower general secondary education), HAVO (higher general secondary education), MBO (intermediate vocational education), VWO (pre-university education).

PORTUGAL

Training of voluntary youth workers			Vocational training Secondary education	Vocational training Higher education	University training	
Training organisers/ bodies	Youth Institute		Technical vocational schools	Vocational and professional schools	Private schools approved by the State	Universities
Diplomas	Non-recognised certificate	Non-recognised certificate	Graduate certificate and professional certificate	Professional certificate	"Bacharelato" diploma, equivalent to 3 years of education	"Licenciatura", equivalent to 4 years of education
Entrance requirements * age * qualifications	* over 18 * 9 years of schooling * work experience	* 18-24 years old * 9 years of schooling * work experience	* 15/16 years old * 9 years of schooling	* 15/16 years old * 9 years of schooling	* over 18 * 12 years of schooling * examinations	* over 18 * 12 years of schooling
Duration and content	* 45-135 hrs * three levels: - beginner - advanced - specialist	* 750 hrs - theoretical learning 50% - practical learning 50% (youth worker option and association management option)	* 10th, 11th, 12th year of schooling * 6-month fieldwork placement	* approx. 3000 hrs: * levels 1, 2, 3 corresponding to the 10th, 11th, 12th year of schooling - practical learning 45% (3rd level)	* approx. 3000 hrs: - theoretical learning - practical learning 30-40%	* 4 years: - theoretical learning - practical learning
Career and employment opportunities	*holiday camps *leisure time centres *youth associations	* youth associations * youth centres * local services	* social worker * higher education	* social worker * youth worker * access to higher education possible	* social and pedagogical worker * community work * youth worker	* social and cultural worker * youth worker

1. The profession is not regulated. 2. The regional authorities are responsible for the short duration training programme organised by the Institute; training of medium duration is funded by the European Social Fund. 3. The systems of training described here were recently developed. 4. The Ministry of Education and the Ministry of Labour and Social Welfare support the setting up of professional schools in association with local partners. 5. Three faculties are in the process of developing the course described here; in addition, the University of Oporto plans to set up a programme for training youth workers.

UNITED KINGDOM

Vocational training				University training	
Training organisers/ bodies	Higher education (full-time)	Higher education (part-time)	Higher education (full-time or part-time)	University (full and part-time)	University
Diplomas	Recognised certificate or diploma	Recognised certificate or diploma	Recognised certificate or diploma	Licence (Degree)	Certificate (Post-graduate Certificate)
Entrance requirements * age * qualifications	* over 21 * relevant work experience * commitment * capacity to meet demands of course * rigorous selection	* over 21 * relevant work experience * commitment * capacity to meet demands of course * rigorous selection	* over 21 * relevant work experience * commitment * capacity to meet demands of course * rigorous selection	* 18/19 years old * 12 years of schooling	* 21 years old * Licence (degree)
Duration and content	* 2 years: - theoretical learning - practical learning ±40%	* 3 years: - theoretical learning - practical learning ±40%	* 2 to 3 years: - Apprenticeship system: training courses and fieldwork placements supervised by youth workers	* 2 to 4 years: - theoretical learning - practical learning	* 1 to 2 years: - theoretical learning - practical learning
Career and employment opportunities	* youth services * youth worker	* youth services * youth worker	* youth services * youth worker	* youth services * youth worker	* youth services * youth worker

1. The profession is not regulated. All professional courses are approved by the National Youth Agency (NYA, an organisation which from 31 March 1991 replaced the Council for Education and Training in Youth and Community Work CETYCW). These courses are listed by the Joint Negotiating Committee (JNC), the body responsible for negotiating the salaries and conditions of service of professionally qualified youth and community workers. Only those youth workers who have completed an approved course are eligible for the nationally agreed rates of pay. 2. Colleges and universities offer such professional training courses. 3. Training provision focuses on community and youth work; there is no separate professional qualification in community work. 4. Career and employment opportunities include community services (local communities), youth and community work, and both public services (regional and local authorities) and private services (associations and organisations).

An overview

This summary and comparative overview of youth work training systems set up by the Member States clearly shows the wide diversity that exists with regard to the qualification, professional profile and status of youth workers. These difference are due to the specific conditions and traditions of each country. Nevertheless, important converging trends are becoming particularly apparent in the current development of training systems and in the status of professional youth workers. It is on these common characteristics that the EU initiatives for developing and intensifying cooperation in the training of youth workers should be based. The most important of these characteristics are the following:

(i) In most Member States, youth associations still play a dominant role in the provision of training for voluntary and/or professional youth workers. A great many, if not the majority, of current full-time professional youth workers do not possess officially recognised academic degrees or professional certificates, and instead have qualifications gained through years of practical experience with the youth association movement.

(ii) Although this observation reflects the current state of affairs, the trend towards professional qualifications has been growing over the past ten years. The range of officially recognised routes to professional qualifications for young people has increased, and the demand for "endorsed" qualifications is gradually becoming the norm. Although it was considered until very recently to be a vocational calling based primarily on personal talents, youth work is now being integrated in the official systems of secondary-level and advanced vocational and professional training as well as in university systems. In this way, the youth work profession is acquiring a more or less regulated framework.

(iii) At the moment, it is possible to enter a career in youth work and obtain the relevant professional training or status in a great many ways. These different modes of access to training provision reflect the rich diversity of the courses, activities and services provided by the youth work sector.

(iv) Nevertheless, it should be stressed that most Member States are now tending to group together the different systems and implement measures which more clearly define professional profiles. The aim is to establish a more coherent planning of training methods and content as well as to correlate initiatives taken in the field of youth work training with developments in youth policy at national level.

(v) All of the training courses have some structural components in common, such as their division into theoretical studies and practical learning or the organisation of courses based on a common curriculum (social sciences, psychology and group dynamics, youth work techniques, social legislation, project development, management and assessment). However, in most Member States tension exists between the demand for global and all-round training and the growing need for specialised youth workers who can work with special target groups in specific situations and social environments.

(vi) The European dimension (and often intercultural learning as well) have yet to be included in the training provision available in all Member States. One exception is France, where this approach has been relatively well developed and "regulated". Nevertheless, interest in the European Union and in EU initiatives in the field of youth work training is growing.

These points suggest that the youth work sector is undergoing a process of transition. This period of change is being affected by what is most probably an unstable balance between the traditional approach to youth work training (as generally provided by youth associations), which may be losing its dominant role and its capacity to introduce innovatory working methods, and an official approach which is characterized by professional standards and which may be in the process of supplanting these older methods.

In addition, two contradictory trends which were apparent in most of the Member States could very well be at the root of the dissatisfaction felt by a good many youth workers. Indeed, youth workers are often confronted with a double-bind situation. While there is a growing demand for ever higher levels of professional qualification, stable employment opportunities are becoming harder to find. (This was the main reason for the lack of interest in university training.) By the same token, the trend towards greater professionalism in several areas of youth work is running up against the widespread view that youth work is just another form of voluntary social service, which is by definition unstable, thereby depriving youth work of its professional character and useful value for society as a whole.

In this context, it is appropriate to reiterate several of the policy principles agreed upon at the seminar held in Maynooth, Ireland (15-16 June 1991), as they are still of topical interest and comprise a frame of reference for EU initiatives aiming to promote cooperation in youth work training. These key points are as follows:

* it is important that there remains a variety of modes of entry into a professional youth work career;

* basic vocational and professional training for youth workers should have a generalist orientation, providing a broad and solid base on which specialist or further training for workers might be built;

* the entrance requirements for vocational and professional training for youth workers should not rest exclusively on academic criteria, but should take due account of the candidate's accumulated experience and proven commitment to young people and youth work;

* the contribution of voluntary youth workers to young people and to society must not be ignored; their commitment and valuable service deserve strong support and recognition;

* finally, it should be stressed that mobility as an objective and ideal does not simply refer to physical migration; it must encompass an attitudinal component, an expanded and enhanced sense of identity and opportunity.

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25.01.95

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